

# Social Security Bulletin

Volume 3

DECEMBER 1940

Number 12

## SOCIAL SECURITY IN REVIEW

OPERATIONS under the employment security program during October continued to reflect expansion of industrial activity resulting in large part from the national defense program. More than 339,000 job placements in private industry were made through public employment offices during the month. The total of such placements, which was 11 percent above that for September, was the highest in the history of the United States Employment Service. Increases in the number of private placements reported were general throughout the country. Decreases were reported for only eight States, and of these only two amounted to as much as 10 percent. A new record of nearly 366,000 supplementary placements was also reported for October. In addition, the State employment offices reported a sharp rise in the number of public placements, many of them in defense jobs, to a total of more than 68,000.

The active file of persons registered with the public employment offices declined during the month to 4.6 million as of October 31. This number was 6 percent below that at the end of September, and 15.4 percent below that at the end of October 1939. This decline occurred despite an increase of more than 15 percent in the number of applications for employment received during the month.

Unemployment insurance operations during October also were affected by improved employment conditions. Both the number of claims and the amount of benefit payments declined to the lowest levels of the year. Benefit payments under State unemployment compensation laws amounted to a little more than \$32.2 million for October, a reduction of nearly 12 percent from the amount for September. October payments, however, were \$5.5 million above the total for the corresponding month of 1939. This increase is attributable in part to the liberalization of benefit provisions in several States, and also to the fact that many claimants had higher base-period earnings last

year than in 1938. Continued claims received in the local offices of State employment security agencies declined by nearly 6 percent from the number for September to a total of only 4 million. Benefit payments during October represented compensation to an average of 700,000 recipients for nearly 3.2 million weeks of unemployment.

TOTAL PUBLIC ASSISTANCE payments and earnings under Federal work programs for October amounted to \$272.0 million, 8.9 percent above the total for the preceding month and 1.3 percent above that for October 1939. Marked increases were reported in the amount of earnings under programs of the Work Projects Administration, National Youth Administration, and Civilian Conservation Corps, as well as under other Federal work and construction projects, and in the amount of subsistence payments certified by the Farm Security Administration, while relatively slight increases were reported for each of the remaining types of assistance payments.

Payments to recipients of old-age assistance, aid to dependent children, and aid to the blind, which together constituted approximately a fifth of the combined total of all public assistance payments and Federal work-program earnings, amounted to nearly \$54.3 million for October, an increase of 2 percent from the amount for September. General relief payments increased by 2.6 percent to a total of \$29.2 million for the month.

The number of different households benefiting under one or more of the several assistance and work programs also increased slightly in October. It was estimated that nearly 5.7 million households, comprising approximately 15.8 million individuals, were benefited during the month, as compared with 15.2 million persons in 5.4 million households in September.

MONTHLY BENEFIT PAYMENTS under the old-age and survivors insurance program amounted to

more than \$4.1 million during October. This total represents amounts certified for payment during the month, including retroactive payments, with respect to claims which have been allowed for primary, supplementary, and survivors' monthly benefits. In addition to these monthly benefit payments, lump-sum payments amounting to \$1.1 million were certified during the month. Total payments under the program during October represented nearly 10.8 percent of the total for all social insurance payments under the Social Security Act, the Railroad Retirement Act, the Railroad Unemployment Insurance Act, and the State unemployment compensation laws.

THE APPEALS COUNCIL of the Social Security Board, after reviewing an appealed referee decision relating to a claim for old-age and survivors benefits, handed down its first decision on October 21, 1940. The case involved the employment status of a bank receiver who, acting under the authority of and accountable to both a State auditor and a State court, had applied for and received a social security account number and who had paid the regular contributions since January 1, 1937. These social security contributions had been accepted by the collector of internal revenue. No question was raised as to the receiver's tax liability or eligibility to benefit under the program until the Bureau of Old-Age and Survivors Insurance disallowed his claim for monthly benefits. The basis for this disallowance was that a receiver, acting in a representative capacity for a State auditor and under the direction of a State court, is himself a State employee and hence exempt from coverage. A referee's decision affirmed the determination of the Bureau, and the claimant appealed to the Appeals Council. The unanimous decision of the Appeals Council, upholding that of the referee and the determination of the Bureau, was based on the ground that the receiver's position was that of a fiduciary, holding property in trust for the benefit of others, and therefore he was not an employee under the act.

THE COMMISSIONER of Internal Revenue has ruled (S. S. T. 406) that payments made by an employer to a former employee who has been called for active

service to make up the difference between his Army pay and his former salary will not be considered wages and therefore will not be subject to the social security taxes.

THE NATIONAL DEFENSE COUNCIL, with the approval of the President, has designated Paul V. McNutt, Administrator of the Federal Security Agency, as "Coordinator of all health, medical, welfare, nutrition, recreation, and other related fields of activity affecting the national defense." The order designating Mr. McNutt as Coordinator, which was approved November 28, 1940, indicated that: "In the performance of this responsibility the Federal Security Administrator as Coordinator shall, in cooperation with the Advisory Commission to the Council of National Defense, formulate and execute plans, policies, and programs designed to assure the provision of adequate services of this character to the Nation during the national defense emergency; and to that end he shall coordinate the facilities of existing Federal agencies with respect to these several fields of action and shall establish and maintain liaison with such other agencies, public or private, as he may deem necessary or desirable."

The order also authorized the Coordinator, with the approval of the President, "to appoint such advisory committees and subcommittees with respect to health, medical, welfare, nutrition, recreation, and related activities as he may find necessary or desirable to assist him in the performance of his coordinating duties. Such committees and subcommittees may include representatives from Federal departments and agencies, State and local governments, organized private groups, and the public at large." The Health and Medical Committee, established by the Council on September 19, 1940, is transferred under the order to the Federal Security Agency.

Within the limits of appropriations allocated for purposes encompassed by the order, the Federal Security Administrator is authorized to contract with and transfer funds to existing governmental agencies and institutions as well as to "enter into contracts and agreements with individuals or educational or scientific institutions for studies, reports, experimental investigations, and expert counsel."

# CHARACTERISTICS OF EMPLOYEES UNDER OLD-AGE INSURANCE IN 1938

JOHN J. CORSON \*

APPROXIMATELY 31 million workers received taxable wages in 1938 under the old-age and survivors insurance program. Of this number, more than 22 million were men and less than 9 million were women (table 1). Taxable wages in covered employment amounted to more than \$26 billion, with an average of \$844. A substantial difference existed between the average wage of male and female employees. The average for men was \$973; for women it was \$515.

Compared with the revised data for 1937,<sup>1</sup> which are presented here for the first time, the number of workers who received taxable wages in 1938 shows a reduction of 4 percent. The total amount of taxable wages was smaller by 10 percent, and the average wage decreased 6 percent. These reductions are due primarily to the decline in business activity in 1938.

## *Distribution of Workers by Wage Interval*

The average taxable wage of \$844 for all workers in covered industry in 1938 is in sharp contrast to the concentration shown in the distribution of workers by wage interval (table 2). Only 9 percent of all employees received taxable wages of \$800 to \$999. One-fourth of the total number received less than \$200 during the year. The next class shows a considerable drop; 12 percent received between \$200 and \$399. There is a gradual reduction in each successive wage interval so that only about one-third of all the workers received in excess of \$1,000.

A number of reasons may be given for the large concentration of workers in the lowest wage class. This group includes many young employees who entered the labor market for the first time in 1938, most of whom worked only part of the year. It also includes a large number of employees who shifted between covered and noncovered employ-

\*Director, Bureau of Old-Age and Survivors Insurance. This article is the first of a series analyzing the employment and wage data for 1938. For figures from which percentage distributions and averages were computed, and a statement concerning the tabulations, see pp. 70-76.

<sup>1</sup> It should be emphasized that all comparisons between 1938 and 1937 data should be made only on the basis of revised figures for 1937 (see p. 71 for a statement of the adjustments made).

ment and may have earned wages in each. For example, a man may work on a farm during the summer and in covered employment in a factory in the winter, but only his latter earnings would be reported. The figures shown here do not take into consideration any wages earned in noncovered employment, and many workers employed both in covered and noncovered employment may have received less than \$200 in covered employment. A third reason is that the lowest wage class includes employees who worked irregularly or on a part-time basis—for example, in seasonal employment and holiday rush work. Workers with exceptionally low hourly earnings also constitute a part of this group. The same reasons, to a more limited degree, also account for the relatively large proportions of workers found in other low-wage intervals of the distribution.

The distribution of wages for men and women shows, in the main, the same characteristics as are disclosed by the total distribution. Although the average taxable wage was \$973 for men and \$515 for women, the largest concentration for both men and women is found in the group with wages of less than \$200. For each sex, moreover, there is a sharp drop in the percentage between the first and second wage intervals, followed by a gradual reduction in the successive wage groups. The tendency for employees to concentrate in the lower wage classes, shown in both distributions,

Table 1.—*Old-age and survivors insurance: Workers and their taxable wages,<sup>1</sup> 1938 and 1937*

Item	1938	1937 (revised)	Percentage change in 1938
Total workers receiving taxable wages	31,000,380	32,431,054	-4.4
Male	22,302,478	23,357,422	-4.5
Female	8,697,911	9,073,632	-4.1
Total taxable wages	\$26,173,919,846	\$29,197,213,433	-10.4
Male	21,695,511,279	24,299,337,634	-10.7
Female	4,478,408,567	4,897,875,799	-8.6
Total average annual taxable wage	844	900	-6.2
Male	973	1,040	-6.4
Female	515	540	-4.6

<sup>1</sup> Data for 51 States. The 1935 act, in operation in 1937 and 1938, excluded wages in specified noncovered employments, wages of workers aged 65 and over, and wages in excess of \$3,000 a year from any 1 employer. These data include a small element of estimating. For a statement of the method by which these totals were derived, see pp. 70-73.

**Table 2.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages in 1938 and 1937,<sup>1</sup> by wage group and by sex**

Wage group	1938			1937 (revised)		
	Total	Male	Female	Total	Male	Female
Total number of workers....	31,000,380	22,302,478	8,697,911	32,431,054	23,357,422	9,073,632
Percentage distribution of workers						
All groups.....	100.0	100.0	100.0	100.0	100.0	100.0
\$1-199.....	24.9	21.6	33.3	21.7	18.5	30.0
200-399.....	11.7	10.3	15.3	10.5	9.1	14.0
400-599.....	10.3	8.7	14.1	9.5	7.7	14.0
600-799.....	10.1	8.7	13.7	10.3	8.3	15.4
800-999.....	9.0	8.6	10.0	9.4	8.6	11.4
1,000-1,199.....	7.5	8.2	5.6	8.1	8.8	6.5
1,200-1,399.....	6.3	7.5	3.4	7.1	8.5	3.7
1,400-1,599.....	4.9	6.1	1.9	5.8	7.2	2.0
1,600-1,799.....	3.5	4.5	.9	4.3	5.6	1.0
1,800-1,999.....	2.9	3.9	.7	3.4	4.5	.7
2,000-2,199.....	2.1	2.7	.3	2.4	3.1	.4
2,200-2,399.....	1.4	1.9	.2	1.6	2.1	.2
2,400-2,599.....	1.1	1.4	.1	1.2	1.6	.2
2,600-2,799.....	.8	1.1	.1	.9	1.2	.1
2,800-2,999.....	.6	.8	.1	.7	1.0	.1
3,000 and over....	2.9	4.0	.3	3.1	4.2	.3

<sup>1</sup> See table A, p. 70.

is considerably more pronounced for women than for men. One-third of all the women, as compared with about 22 percent of all the men, received taxable wages of less than \$200. Furthermore, 49 percent of the women had wages of less than \$400, 63 percent had less than \$600, and 76 percent less than \$800. The corresponding percentages for men are 32, 41, and 49.

The amount of taxable wages earned by a worker in covered employment is one of the factors that determine his ability to attain insured status under the law, as well as the size of the benefit he will eventually receive. The concentration of employees in the lower wage classes therefore has an important bearing on the operation of the old-age and survivors insurance program.

#### Age Differences

The median age of all workers in covered employment in 1938 was 32 years. However, the median age is of relatively little significance. What is important is the distribution of workers by age groups, as shown in table 3.

This distribution reveals a concentration in the ages from 20 to 24 years. Almost 19 percent of the workers were in this age group. Only 0.1 percent were under 15 years of age, which would seem to indicate that considerable progress has

been made in the abolition of child labor. However, a substantial proportion of employees (8 percent) is found in the 15-19 year group. After the 20-24 year group there is a gradual tapering off in the distribution until only 2.6 percent of the workers are reported in the age group 60-64 years. The percentage of employees aged 65 and older is insignificant. The original Social Security Act specifically excluded the wages of persons aged 65 and over. For 1938, therefore, these workers represent only the few for whom wages were unnecessarily reported by employers.

Among girls, a much higher percentage (12) is found in the age group between 15-19 years than among boys (7 percent). Furthermore, the concentration, which in the distribution of both sexes is in the class of 20-24 years, is considerably more pronounced for women than for men. Approximately 25 percent of the women were in this age group, as compared with 16 percent of the men. There was also a higher proportion of women than of men in the ages 25-29. In the age classes above 29, on the other hand, the percentages were lower for women than men, possibly because many married women leave gainful employment.

#### Relation of Age to Wages

An examination of average annual taxable wages in 1938, by age groups, indicates a rather rapid increase until the 35-39 year group and a continued increase through the 45-49 year group. After age 49 the average taxable wage declines gradually although it does not fall below the comparatively high level of more than \$1,000. The highest average wage, that for the age group 45-49 years, was \$1,147. In considering the relatively high wage level of those in the older age classes, it should be remembered that these may be a select group of employees, namely those with relatively more skilled and responsible jobs.

One of the explanations given for the concentration of workers in the lowest wage interval was that many workers in this wage group are new entrants into the labor market. This explanation is confirmed by the age distribution and its relation to wages. Over one-fourth of all employees who earned taxable wages in 1938 were under 25 years of age. Those in the age group 20-24 years had average taxable wages of \$513, and the average for those aged 15-19 years was only \$211. Girls under 15 years of age received

somewhat more than boys of the same age. For all remaining age groups, however, men had higher wages than women. The difference was most pronounced in the age groups between 30 and 64 years, in which wages of women averaged only about half those of men.

### Geographic Differences in Wages

Considerable variation in 1938 average taxable wages is found among the several States, as may be seen from table 4. State averages ranged from \$421 in Mississippi to \$1,028 in New York. A detailed examination of these averages reveals, first, that in general the lowest average wages were in the agricultural States, while the highest averages were in the industrial States; and, second, that on the whole there was a difference in the level of wages between the Northern and Southern States.

The highest average taxable wages are generally found in such industrial areas as the Middle Atlantic and East North Central States. In each of these States the average was above \$800, and in the majority it was more than \$900. There was a similarly high wage level in the Pacific States. The averages in the New England States present an interesting contrast. In southern New England, which is chiefly industrial, the State averages were above \$800. On the other hand, in the northern New England States, where agriculture is comparatively more important, the averages were between \$600 and \$700. Likewise, four agricultural States in the West North Central area—Kansas, Nebraska, North Dakota, and South Dakota—showed average wages of between \$600 and \$700. In the predominantly agricultural State of Iowa the average was about \$700, while in the more industrial States of Minne-

Table 3.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages in 1938 and 1937, and their average annual taxable wage,<sup>1</sup> by age group<sup>2</sup> and by sex

Age group <sup>2</sup> (years)	Percentage distribution of workers					
	1938			1937 (revised)		
	Total	Male	Female	Total	Male	Female
Total number of workers	31,000,389	22,302,478	8,697,911	32,431,054	23,357,422	9,073,632
All ages	100.0	100.0	100.0	100.0	100.0	100.0
Under 15	.1	.2	.1	.2	.2	.1
15-19	8.0	6.6	11.5	9.6	8.0	13.7
20-24	18.7	16.2	25.3	19.2	16.7	25.4
25-29	16.7	16.0	18.6	16.6	15.8	18.6
30-34	14.1	14.2	13.6	13.5	13.8	12.9
35-39	11.4	11.9	10.1	11.2	11.7	9.8
40-44	9.7	10.4	7.9	9.4	10.2	7.3
45-49	7.9	8.8	5.6	7.8	8.8	5.4
50-54	6.2	7.1	3.7	5.7	6.7	3.4
55-59	4.1	4.9	2.2	4.0	4.7	2.1
60-64	2.6	3.1	1.2	2.4	2.9	1.1
65	.3	.4	.1	.4	.5	.2
66 and over	.2	.2	.1	(1)	(1)	(1)
Average taxable wage						
All ages	\$844	\$973	\$515	\$900	\$1,040	\$540
Under 15	46	45	59	52	51	63
15-19	211	218	202	268	282	248
20-24	513	561	433	598	670	475
25-29	773	874	550	862	982	599
30-34	978	1,113	619	1,063	1,213	652
35-39	1,080	1,226	638	1,153	1,311	666
40-44	1,135	1,279	641	1,219	1,372	671
45-49	1,147	1,274	643	1,222	1,357	663
50-54	1,110	1,208	631	1,103	1,301	654
55-59	1,070	1,151	614	1,140	1,226	645
60-64	1,028	1,094	604	1,002	1,162	613
65	686	719	444	652	683	422
66 and over	346	353	298	315	324	235

<sup>1</sup> See table 1, footnote 1; also table B, p. 71.

<sup>2</sup> See table B, footnote 2.

<sup>3</sup> Less than 0.1 percent.

sota and Missouri the averages were more than \$800. All but one of the Mountain States averaged between \$700 and \$800.

The smallest average taxable wages are found in the Southern States. Thus, Arkansas, Mississippi,

and South Carolina had averages of less than \$500, while Alabama, Florida, Georgia, North Carolina, and Tennessee had averages between \$500 and \$600. In the remaining Southern States—Kentucky, Louisiana, Oklahoma, Texas, and Vir-

Table 4.—*Old-age and survivors insurance: Percentage distribution of workers with taxable wages in 1938 and 1937, and their average annual taxable wage,<sup>1</sup> by sex and by geographic divisions and States*

Geographic division and State	Percentage distribution of workers						Average annual taxable wage					
	1938			1937 (revised)			1938			1937 (revised)		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>\$844</b>	<b>\$973</b>	<b>\$515</b>	<b>\$900</b>	<b>\$1,040</b>	<b>\$540</b>
New England	8.3	7.8	9.8	8.5	7.9	10.0	854	1,009	537	932	1,101	588
Maine	.7	.7	.8	.7	.7	.8	630	741	375	676	791	421
New Hampshire	.5	.4	.6	.4	.4	.5	690	809	441	769	890	508
Vermont	.2	.3	.2	.3	.3	.3	682	786	385	699	797	430
Massachusetts	4.3	4.0	5.2	4.4	4.0	5.2	894	1,062	567	970	1,155	606
Rhode Island	.8	.7	1.0	.8	.7	1.0	806	966	520	901	1,097	573
Connecticut	1.8	1.7	2.0	1.9	1.8	2.2	938	1,098	578	1,022	1,195	653
Middle Atlantic	26.4	25.5	28.7	26.2	25.4	28.1	978	1,140	611	1,029	1,200	630
New York	13.8	13.0	16.1	13.5	12.7	15.4	1,028	1,199	675	1,060	1,233	602
New Jersey	3.9	3.7	4.2	3.9	3.8	4.1	976	1,158	567	1,002	1,173	598
Pennsylvania	8.7	8.8	8.4	8.8	8.9	8.6	900	1,044	510	993	1,164	534
East North Central	23.0	23.4	21.8	23.7	24.1	22.8	924	1,065	538	1,028	1,197	569
Ohio	5.9	6.1	5.4	6.2	6.4	5.8	924	1,061	530	1,037	1,206	563
Indiana	2.6	2.7	2.4	2.8	2.8	2.8	830	960	457	894	1,058	462
Illinois	7.5	7.3	8.0	7.4	7.2	7.9	977	1,142	589	1,048	1,232	617
Michigan	4.8	5.1	4.0	5.0	5.4	4.2	908	1,029	506	1,117	1,279	584
Wisconsin	2.2	2.2	2.0	2.3	2.3	2.1	891	1,027	515	908	1,045	515
West North Central	7.5	7.4	7.9	7.3	7.3	7.6	765	891	463	790	917	477
Minnesota	1.6	1.6	1.7	1.6	1.6	1.7	835	977	507	867	1,013	526
Iowa	1.3	1.3	1.3	1.2	1.2	1.2	705	819	411	744	864	433
Missouri	2.6	2.5	3.0	2.6	2.5	2.9	820	971	507	833	982	505
North Dakota	.2	.2	.2	.2	.2	.2	632	735	358	631	713	409
South Dakota	.2	.2	.2	.2	.2	.2	639	739	357	618	707	360
Nebraska	.7	.6	.7	.6	.6	.6	668	772	412	729	830	468
Kansas	.9	1.0	.8	.9	1.0	.8	693	793	370	710	810	382
South Atlantic	11.6	11.6	11.6	11.3	11.3	11.4	635	732	387	685	785	429
Delaware	.2	.2	.2	.3	.2	.3	829	974	486	853	1,006	482
Maryland	1.5	1.5	1.6	1.5	1.5	1.7	789	926	444	827	985	465
District of Columbia	.7	.6	.7	.6	.6	.7	882	1,015	588	929	1,068	644
Virginia	1.6	1.6	1.6	1.6	1.6	1.5	643	741	383	661	754	406
West Virginia	1.3	1.5	.7	1.3	1.5	.8	826	891	458	907	1,007	427
North Carolina	2.1	2.0	2.5	2.0	1.9	2.4	552	646	366	582	662	417
South Carolina	1.0	1.0	1.0	1.0	1.0	1.0	483	546	329	536	587	398
Georgia	1.8	1.7	2.0	1.6	1.6	1.8	521	607	338	595	676	411
Florida	1.4	1.5	1.3	1.4	1.4	1.2	514	583	319	568	642	352
East South Central	4.8	5.0	4.1	4.7	5.0	3.9	573	641	358	613	681	389
Kentucky	1.3	1.4	1.0	1.3	1.4	1.0	643	714	396	684	760	404
Tennessee	1.5	1.5	1.6	1.5	1.5	1.5	584	672	359	643	731	423
Alabama	1.3	1.4	1.0	1.3	1.4	1.0	572	629	354	604	669	361
Mississippi	.7	.7	.5	.6	.7	.4	421	459	290	424	454	300
West South Central	6.9	7.5	5.4	6.7	7.3	5.2	660	743	360	676	758	378
Arkansas	.6	.7	.5	.6	.7	.4	492	544	283	539	586	339
Louisiana	1.3	1.5	1.0	1.3	1.4	.9	647	714	381	607	673	352
Oklahoma	1.1	1.1	.8	1.1	1.2	.9	740	837	399	709	869	417
Texas	3.9	4.2	3.1	3.7	4.0	3.0	669	761	354	694	784	380
Mountain	2.5	2.7	2.0	2.6	2.8	2.1	729	825	395	750	854	396
Montana	.3	.4	.2	.4	.4	.3	784	875	411	816	904	473
Idaho	.3	.3	.2	.3	.4	.2	621	707	309	633	716	331
Wyoming	.2	.2	.1	.2	.2	.1	772	864	367	836	939	386
Colorado	.8	.8	.7	.8	.8	.8	742	847	447	721	844	390
New Mexico	.2	.2	.2	.2	.2	.1	647	719	311	713	776	395
Arizona	.3	.3	.2	.3	.4	.2	726	800	404	757	830	415
Utah	.3	.4	.3	.3	.3	.3	742	880	354	790	936	368
Nevada	.1	.1	.1	.1	.1	.1	856	933	489	888	962	510
Pacific	8.5	8.6	8.4	8.5	8.4	8.6	907	1,048	537	808	1,046	526
Washington	1.4	1.4	1.3	1.4	1.4	1.3	858	989	484	861	968	463
Oregon	.8	.9	.8	.9	.9	.8	815	939	453	827	950	470
California	6.3	6.3	6.3	6.2	6.1	6.5	930	1,077	558	916	1,072	544
Alaska	.1	.1	(?)	.1	(?)	.1	931	1,010	414	854	922	359
Hawaii	.4	.4	.3	.4	.4	.3	570	635	322	507	581	270

<sup>1</sup> See table 1, footnote 1; also tables C and D, pp. 72-73.

<sup>2</sup> Less than 0.1 percent.

ginia—taxable wages were on the average about the same as in the agricultural States in the North. The average wage in Oklahoma was more than \$700, but in the other States the averages were between \$600 and \$700. By contrast, in the border States of Delaware, Maryland, and West Virginia the averages were around \$800.

An important reason for the relatively lower average taxable wages in the agricultural States is the shift of many employees between covered employment and agriculture, which is excluded from coverage under the old-age and survivors insurance program. This movement affects all States, of course, but it is more important in the agricultural States. Since the South is primarily agricultural, this shifting is also one of the reasons for the generally lower wages in the Southern States, although other important factors enter into the situation, such as relatively low hourly earnings and lack of continuity of employment.

#### ***Wage Differences by Industry Groups***

The presentation of average taxable wages by industry involves considerable difficulty because employers engaged in several types of business or industrial activity do not report wage and employment data on the basis of individual places of business or different activities. They make one report for the concern as a whole. Such companies can therefore be classified only on the basis of their major activity. This procedure would result in an enormous overlapping if an attempt were made to present the data by narrow homogeneous industries. However, the extent of overlapping is lessened by presenting the data on the basis of broad industry groups.<sup>2</sup> The distribution of workers and average annual wages among 56 major industry groups, which include approximately 87 percent of the workers in covered employment, is shown in table 5.

It should also be pointed out that the data for the 56 groups shown in table 5 include only those employees who worked during the fourth quarter of 1938. In other words, the data exclude all employees who worked at any time during the first 9 months of 1938 but did not work during the last 3 months of that year. Naturally, the average annual wage for the employees who worked during the fourth quarter of 1938 is

higher than the average for all employees, since the latter is affected by the inclusion of a larger proportion of employees who worked less than 4 quarters during the year. While the number of employees in the fourth quarter may also include some who worked less than 4 quarters, it must include all who worked 4 quarters, and therefore represents a smaller proportion of part-time workers. This difference, however, is not large enough to affect the comparison of average taxable wages among the 56 industry groups.

As might be expected, average taxable wages varied widely among the several industry groups. The highest averages were found in such industries as petroleum and coal production (\$1,655), electric railways and bus lines (\$1,633), investment banks and securities (\$1,600), electric and gas utilities (\$1,553), and insurance carriers (\$1,504). The averages were also relatively high in crude petroleum and natural gas production (\$1,384); banks and trust companies (\$1,349); machinery, other than electrical (\$1,344); printing and publishing (\$1,311); and telephone, telegraph, and radio service (\$1,305). On the other hand, average wages were relatively low in retail general merchandise (\$570); general contracting, other than building (\$678); textile-mill products (\$748); basic lumber industries (\$754); manufacture of apparel (\$776); and tobacco manufacturing (\$803). In comparisons between industries, as in all other comparisons of average taxable wages, it must be remembered that amounts exceeding \$3,000 received by an employee from any one employer within the year were not taxable and therefore are not included.

Among the factors affecting the level of average annual wages in the various industry groups are hourly rates, stability of employment, unionization, geographic location, and the characteristics of the labor force, such as age, sex, race, type of occupation, and degree of skill. For example, average annual wages are relatively high in public utilities, owing to the employment of high proportions of skilled workers who have steady employment throughout the year. Similarly, they are fairly high in banks and trust companies, and insurance companies, which employ large numbers of office and professional workers throughout the year. On the other hand, low hourly earnings, coupled with intermittent employment, are responsible for rela-

<sup>2</sup> For a fuller discussion of industry data, see *Old-Age and Survivors Insurance Statistics: Employment and Wages of Covered Workers: 1938*, Appendix II.

**Table 5.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages in the fourth quarter of 1938, and their average annual taxable wage, by major industry group and by sex<sup>1</sup>**

Major industry group	Percentage distribution of workers			Average annual taxable wage		
	Total	Male	Female	Total	Male	Female
	100.0	100.0	100.0	\$1,000	\$1,136	\$647
Total.	100.0	100.0	100.0	\$1,000	\$1,136	\$647
56 specified industries.	86.5	86.2	87.4	996	1,139	631
Mining and quarrying.	2.9	3.9	.2	1,057	1,060	947
10. Metalliferous mining.	.3	.4	(2)	1,226	1,235	839
11. Anthracite mining.	.3	.5	(2)	1,129	1,130	944
12. Bituminous coal mining.	1.5	2.0	.1	942	944	784
13. Crude petroleum and natural gas production.	.5	.6	.1	1,384	1,391	1,200
14. Nonmetallic mining and quarrying.	.3	.4	(2)	845	843	911
Contract construction.	4.6	6.2	.4	828	829	796
15. General contractors—building construction.	1.3	1.8	.1	817	817	846
16. General contractors—other than building construction.	1.6	2.2	.1	678	675	933
17. Special trade contractors (subcontractors).	1.7	2.2	.2	977	987	739
Manufacturing.	37.6	38.4	35.5	1,053	1,203	633
20. Food manufacturing.	5.5	5.7	5.0	1,069	1,233	526
21. Tobacco manufacturing.	.5	.3	1.0	803	1,085	593
22. Textile-mill products.	4.7	3.7	7.4	748	907	542
23. Apparel and other finished articles made from fabrics.	3.3	1.4	8.3	776	1,235	573
24. Basic lumber industries.	1.5	2.0	.2	754	754	747
25. Finished lumber products.	1.5	1.7	.8	806	938	657
26. Paper and allied products.	1.0	1.0	.9	1,103	1,258	687
27. Printing, publishing, and allied industries.	2.3	2.4	2.0	1,311	1,467	838
28. Chemicals.	1.4	1.6	1.1	1,191	1,275	869
29. Products of petroleum and coal.	1.2	1.6	.4	1,655	1,695	1,223
30. Rubber products.	.6	.6	.5	1,161	1,297	701
31. Leather and its manufactures.	1.5	1.2	2.2	834	1,026	562
32. Stone, clay, and glass products.	1.5	1.8	.7	1,074	1,124	733
33. Iron and steel and their products.	4.4	5.7	1.3	1,156	1,188	801
35. Nonferrous metals and their products.	.9	1.0	.6	1,134	1,234	711
36. Electrical machinery (including radios and refrigerators).	1.5	1.4	1.5	1,235	1,437	757
37. Machinery other than electrical.	2.5	3.1	1.0	1,344	1,397	909
38. Automobiles, bodies, and parts.	1.8	2.2	.6	1,176	1,219	750
Transportation.	2.4	3.2	.5	1,158	1,174	861
41. Street, suburban, and interurban railways (other than interstate railroads), and city and suburban bus lines.	.5	.7	.1	1,633	1,654	1,130
42. Trucking and/or warehousing for hire.	1.3	1.7	.3	998	1,014	723
43. Other transportation, except water transportation.	.5	.6	.1	1,089	1,098	917
44. Water transportation.	.1	.2	(2)	1,168	1,168	1,166
Communication.	1.5	1.0	2.8	1,305	1,603	1,038
46. Telephone, telegraph, commercial radio, and related services.	1.5	1.0	2.8	1,305	1,603	1,038
Utilities.	1.6	1.9	.7	1,553	1,618	1,115
48. Light, heat, and power companies, electric and gas.	1.6	1.9	.7	1,553	1,618	1,115
Wholesale and retail trade.	21.0	18.8	26.8	879	1,074	527
50-1. Wholesale trade.	4.4	4.6	3.9	1,065	1,190	680
52. Wholesale and retail trade combined.	2.4	2.8	1.2	1,070	1,128	733
53. Retail general merchandise.	5.4	2.3	13.3	570	630	410
54. Retail food.	2.9	3.3	2.0	870	947	541
55. Retail automotive.	1.3	1.7	.4	1,121	1,147	810
56. Retail apparel.	1.7	1.0	3.6	821	1,121	610
57. Retail trade not elsewhere classified.	2.9	3.1	2.4	942	1,034	638
Finance.	.5	.5	.6	1,462	1,624	1,074
60. Banks and trust companies.	.3	.3	.4	1,349	1,532	977
61. Investment banking and security speculation.	.2	.2	.2	1,600	1,727	1,227
Insurance.	1.6	1.3	2.5	1,471	1,819	1,020
63. Insurance carriers.	1.4	1.1	2.0	1,504	1,828	1,027
64. Insurance agents and brokers.	.2	.2	.5	1,293	1,743	991
Real estate.	1.2	1.2	1.1	1,053	1,163	741
65-66. Real estate services.	1.2	1.2	1.1	1,053	1,163	741
Service.	10.2	9.0	13.2	803	942	559
70. Hotels, furnished rooms, camps, and other lodging places.	1.4	1.2	2.1	651	764	494
71. Eating and drinking places.	2.6	2.1	3.9	631	770	426
72. Personal service.	2.4	1.6	4.5	814	1,070	584
73. Business service not elsewhere classified.	1.1	1.0	1.5	1,108	1,267	832
75. Automobile repair service, garages, and filling stations.	1.0	1.3	.1	875	893	687
76. Repair services and miscellaneous hand trades not elsewhere classified.	.3	.3	.1	1,010	1,039	654
78. Amusement and recreation: motion pictures.	.6	.6	.6	1,145	1,292	755
79. Amusement and recreation and related services not elsewhere classified.	.8	.9	.4	751	784	569
Professional services.	.9	.3	2.5	941	1,228	849
80. Medical and other health services.	.5	.1	1.6	818	1,108	748
81. Law offices and related services.	.3	.1	.8	1,160	1,460	1,059
82. Educational institutions and agencies.	.1	.1	.1	934	1,109	749
Miscellaneous.	.5	.5	.6	1,099	1,269	756
86. Membership organizations such as trade associations, trade-unions, etc.	.5	.5	.6	1,099	1,269	756
All other.	13.5	13.8	12.6	1,024	1,119	755

<sup>1</sup> See table E, footnote 1, p. 75.

<sup>2</sup> Less than 0.1 percent.

tively low annual averages in such industries as retail general merchandise, textile-mill products, and basic lumber.

#### Differences by Race

A distribution of the data by race is shown for 13 Southern States in table 6. As in the case of industry groups, these statistics include only those workers who were employed during the fourth quarter of 1938.

The highest percentage of Negro workers is found in the States of the deep South. For example, Negroes represented 39 percent of the total in Mississippi, 30 percent in Alabama, and 29 percent in Louisiana. On the other hand, in the States of the upper South or the border States there were lower percentages of Negro workers. In Kentucky Negro workers represented only 11 percent of the total; in Maryland, 14 percent, and in Tennessee, 18 percent.

The average taxable wage of Negroes in these 13 States ranged from \$293 in Mississippi to \$635 in the District of Columbia. For male Negroes the range was from \$303 in Mississippi to \$649

in the District of Columbia, while for females it was from \$187 in Mississippi to \$561 in the District of Columbia. In each of these States, Negroes earned considerably less than the remainder of the labor force. The exceptionally low average wage of Negro workers in these States is, to a large extent, due to the fact that many of them may have divided their labor between covered and noncovered employment. Low hourly earnings, however, contributed considerably to these low annual wages.

#### In Summary

Reports on the second year's operation confirm the indications afforded by the operations during the first year in 1937—that the old-age and survivors insurance system will afford protection to a large proportion of all men and women who have been engaged in gainful occupations. They shed additional light on the "in and out" movement originally indicated by the 1937 wage reports. The extent of this movement is not yet susceptible of precise measurement, although the 1938 wage data and its analysis by industries make the

Table 6.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages in the fourth quarter of 1938, and their average annual taxable wage, for specified States,<sup>1</sup> by sex and race

State	Percentage distribution of workers								
	Total			Male			Female		
	All races	Negro	Other	All races	Negro	Other	All races	Negro	Other
Total	100.0	22.8	77.2	73.5	19.2	54.3	26.5	3.6	22.9
Maryland	100.0	14.0	86.0	72.2	11.8	60.4	27.8	2.2	25.6
District of Columbia	100.0	22.3	77.7	69.5	18.7	50.8	30.5	3.6	26.9
Virginia	100.0	24.0	76.0	73.4	18.7	54.7	26.6	5.3	21.3
Kentucky	100.0	10.6	89.4	77.9	9.0	68.9	22.1	1.6	20.5
North Carolina	100.0	22.0	78.0	67.0	15.7	51.3	33.0	6.3	26.7
South Carolina	100.0	23.6	76.4	71.9	20.9	51.0	28.1	2.7	25.4
Georgia	100.0	25.3	74.7	68.9	20.8	48.1	31.1	4.5	26.6
Florida	100.0	25.9	74.1	74.3	22.3	52.0	25.7	3.6	22.1
Alabama	100.0	30.0	70.0	79.6	27.5	52.1	20.4	2.5	17.9
Mississippi	100.0	38.9	61.1	77.7	35.7	42.0	22.3	3.2	19.1
Louisiana	100.0	28.8	71.2	80.1	25.5	54.6	19.9	3.3	16.6
Arkansas	100.0	22.8	77.2	80.8	21.3	59.5	19.2	1.5	17.7
Tennessee	100.0	17.6	82.4	72.2	15.0	57.2	27.8	2.6	25.2
Total	\$736	\$388	\$839	\$827	\$413	\$974	\$483	\$255	\$519
Maryland	948	548	1,013	1,094	507	1,190	572	293	596
District of Columbia	1,060	635	1,182	1,185	649	1,382	777	561	806
Virginia	779	421	892	884	464	1,028	491	268	545
Kentucky	789	496	824	873	540	916	496	254	515
North Carolina	653	336	742	751	370	868	453	253	500
South Carolina	606	294	703	677	308	829	425	189	451
Georgia	661	318	777	756	344	935	450	104	493
Florida	685	342	805	769	361	945	440	227	475
Alabama	692	437	801	754	454	913	445	249	473
Mississippi	557	293	725	606	303	864	386	187	419
Louisiana	783	386	944	859	405	1,070	479	236	527
Arkansas	635	341	722	692	346	816	397	272	408
Tennessee	736	413	805	831	437	934	488	276	510

<sup>1</sup> See table F, p. 76.

boundaries in this movement clearer. This movement and other factors affecting the extent of employment, part-time work, unemployment, and the like, make the data on taxable wages useful only when considered with strict regard for the limitations imposed by the scope and method of the required reporting. Data to be derived from the reports for 1939 and subsequent years will add much in precision and clarity to our understanding of the basic trends and characteristics

of the American labor market. Already the tentative conclusion may be reached that the movement of population throughout the labor market—from industry to industry and from covered employment to noncovered employment—is so great as to lend especial emphasis to the previous recommendations of the Social Security Board—that coverage be extended as rapidly as is feasible to workers in agriculture, domestic service in private homes, and in other fields now excepted.

# MEDICAL SERVICES UNDER HEALTH INSURANCE ABROAD

I. S. FALK\*

*The description of medical arrangements under health insurance in Great Britain, France, and Germany refers to the situation prior to September 1939. Since the war has disrupted mail service between the United States and continental Europe, it is difficult to learn of developments which have taken place since the outbreak of the war. Insofar as such developments have come to the attention of the author, they are included.*

A REVIEW AND ANALYSIS of health insurance abroad is of value to us primarily because this form of social insurance has been developed more extensively in other countries than in the United States. The difference is, however, one of degree. We have extensive voluntary health insurance of many kinds in our own country. We also have extensive and substantially compulsory insurance systems under our State and Federal workmen's compensation laws to protect commercial and industrial workers against wage loss and medical needs resulting from accident, injury, and, to a limited extent, occupational disease arising out of or in the course of employment.

For historical perspective, we should recall that the first compulsory health insurance system was an American development. Such a system was established for American seamen by Congress during the term of our second President, through the creation of the Marine Hospital Service in 1798. The original practice of insurance contributions has long since been replaced by annual appropriations from general revenues, and the Marine Hospital Service has evolved into the United States Public Health Service.

Our first American system of health insurance developed out of the need to solve the special problems of sick or disabled seamen and to deal with local burdens in the ports. In Europe, health insurance has evolved out of similar but more general needs. Its genesis lies in man's age-old quest for security.

Before the industrial revolution, the uncertainties and calamities of life were generally due to

natural causes or to wars, and to those instabilities inherent in an agricultural and feudal organization of society. With the coming of the machine age and the growth of cities, new uncertainties appeared. Large classes of persons who were without property became dependent on small wages and found themselves unable to establish individual financial reserves against emergencies. They sought relief from some economic hazards by banding together in mutual-aid societies. They pooled their resources into common funds to provide general guarantees against individual needs.

During the first half of the last century this voluntary mutual-aid movement increased greatly in scope; many mutual insurance societies developed in the European countries and gained millions of members. Nevertheless, the membership remained small by comparison with the numbers who needed protection. There were too many societies, and many were small and financially weak; they were too numerous in cities and too few in rural areas. In spite of valuable achievements, the voluntary insurance movement remained inadequate as a general method of furnishing protection against the risks of sickness.

In 1883, Germany established compulsory sickness insurance for workers employed in commerce and industry. In the course of time other workers were brought under the system; it now covers nearly all employed persons and their dependents. In the years which followed the German enactment, the movement spread to other countries. Great Britain adopted its National Health Insurance in 1911.

During the last decade, health insurance received a strong impetus when the broad French social insurance law became effective in 1930. The Antipodes made new contributions to social

\*Director, Bureau of Research and Statistics. This article summarizes a lecture in the series on "Medical Care" given under the De Lamar Foundation, School of Hygiene and Public Health, Johns Hopkins University, Jan. 23, 1940. The author wishes to acknowledge his indebtedness to Marianne Sakmann, Division of Health and Disability Studies, for assistance in preparation of this article.

insurance patterns when New Zealand and Australia passed their comprehensive laws of 1938. In our hemisphere, too, there have been important developments which deserve mention though they cannot yet be fully evaluated. Within the last 5 years, Brazil, Ecuador, and Peru have followed the precedent established by Chile in 1924 in adopting comprehensive health insurance laws. Health insurance in South America builds on the European patterns, but modifies them to fit special needs and circumstances.

#### ***Development of Medical Services***

Health insurance, like other types of insurance, is based on two simple principles: fixed, periodic prepayment against uncertain future losses; and distribution of risks among groups of persons. Just as insurance against death is called life insurance, so insurance against sickness is known as health insurance.

In the beginning, voluntary health insurance was primarily concerned with protecting the individual against loss of earnings during periods of illness. In Europe today, though the voluntary clubs and societies of workingmen have been absorbed into national compulsory systems, their original aims persist; in many countries the system is still operated mainly for the sick or disabled wage or salary earner. He receives a cash benefit to replace in part the earnings lost during his disability. In addition, he receives medical care. With only minor exceptions, medical care has become one of the essential benefits furnished under these insurance systems.

To promote recovery from illness and to restore working capacity, the worker must not only have the means to stay at home during a disabling illness lest his condition be aggravated; he must also receive the required medical services. As the competence, the complexity, and the value of medical care to the sick person increased, the cost of care rose and precipitated a need for insurance. Gradually, but steadily, the variety of medical-service benefits was enlarged and their adequacy improved, until expenditures for these services were as much as, or more than, the amounts disbursed as cash benefits. By 1933, medical-service benefits in Germany accounted for two-thirds of all benefit disbursements.

Under the British system, statutory medical benefits have remained restricted to the services

of the general practitioner and to the provision of prescribed medicines and appliances—although limited dental, ophthalmic, and other services have been developed as “additional” benefits which may be furnished out of surplus funds. But even in the British system with its limited medical services, the cost of all medical benefits combined, statutory and “additional,” accounts for a little more than one-half of total disbursements for sickness and maternity benefits.

Increasing emphasis on restoration of health—as against reimbursement of wages lost during periods of disability—led to the development of medical services not only for the insured worker but for his dependents as well. The growth and the increasing importance of medical benefits provided new opportunities for the prevention of illness and disability, and created the problem of coordinating social insurance and public health services, which had developed during the same decades but independently.

#### ***Insurance and Public Health Services***

European countries appreciated the interest of the community in the prevention and mitigation of sickness and disability at least as soon and as fully as the United States. During the period in which there was expansion of public health services—in the sense in which we have been accustomed to think of them in the United States—prevention of sickness was emphasized increasingly under the insurance systems. This emphasis is to be seen in the easy and ready access of the insured person and his dependents to the medical personnel and facilities made available by the insurance organization and in the special provision of sanatoria, convalescent homes, and preventoria. The invalidity insurance systems also have played a notable role in the preventive programs.

Formerly, the concept of prevention was almost wholly associated with community-wide activities, chiefly with sanitation and the control of the communicable diseases. As those classes of morbidity which are susceptible to such activities have been substantially reduced, emphasis has properly shifted to the larger remaining field where prevention of sickness, disability, and premature death depends principally upon services to the individual. The greater the accomplishments of the traditional public health practices which are community-wide in their application,

the more important it becomes to focus effort upon preventive activities which serve the individual.

This principle is clearly reflected in the benefit provisions of most of the health insurance systems of Europe. And the accomplishments are also evident. Despite smaller economic resources and lower standards of living in some parts of Europe, the mortality rates of these countries are, in general, not much higher than our own, and—as far as we can determine—the disability rates of their insured populations bear similar relations to the disability rates of comparable groups in our uninsured population. It is not an unreasonable assumption that the statistical differences would have been much greater if those countries had left the health of their industrial population to the mercy of individual resources.

The fact that administration of health insurance has generally remained separate from public health services is not to be interpreted as lack of cooperation between the two agencies. In Great Britain, for example, practitioners notify the health authorities of cases of tuberculosis. In Germany, the sickness insurance funds and the public health authorities coordinate their activities by means of working cooperatives, on which both agencies are represented.

In the Western Hemisphere, the relationship between individual and environmental services is still closer. When health insurance is instituted in the newer countries, it begins with primary emphasis on health and medical services and with lesser emphasis on compensation of disability wage loss. A close bond is at once established between insurance and public health objectives. For example, Chile passed a comprehensive social insurance law in 1924, covering the risks of old age, invalidity, sickness, and death. In Chile, health insurance did not originate with societies of workingmen who sought protection against wage loss due to illness; it was instituted as a community measure because the death rates were unnecessarily high and because tuberculosis and other diseases—whose incidence is closely associated with socio-economic factors—were excessively prevalent.

In 1938 the original Chilean sickness insurance law of 1924 was supplemented by a preventive medicine act, which stresses the necessity for early detection and treatment of tuberculosis, syphilis,

rheumatism, afflictions of the heart and kidneys, and the occupational diseases. To make possible the discovery of these diseases in their incipience, all persons who are covered by social insurance are required to submit to a health examination once a year. Preventive rest cures are granted if it is likely that rest coupled with treatment will lead to recovery or to prolongation of productive life. The insured person is in a position to take advantage of this benefit, because he receives full payment of wages for the duration of the cure. The sickness insurance and preventive medicine acts of Chile are designed with special regard for the benefits which society as a whole derives from improvements in the health of the nation.

In the social insurance budget of Chile, provisions for medical and hospital services take the leading place. In 1937-38, expenditures for these services were seven times as large as disbursements for cash sickness benefits, and accounted for 77 percent of the total cost of benefits. In the development of its sickness insurance system, Chile lays particular emphasis on the construction of hospitals, the establishment of clinics, and the organization of medical centers in rural areas. In effect, where basic personnel and facilities are lacking or inadequate to preserve health or prevent illness, the new social insurance system attempts to meet these needs. It develops an integrated program, largely avoiding the traditional division of effort among public health, private medical service, and social insurance protection of individuals.

The same primary concern for improvement of national health is evident in the New Zealand social insurance law of 1938. The entire population, regardless of occupation or income, is eligible for the medical benefits authorized under the social insurance law. These benefits consist of general-practitioner service, prescribed medicines and appliances, hospital treatment, and maternity care. Additional benefits, such as specialist services, may be furnished if the finances permit. Cash disability benefits remain limited to persons who suffer a loss of income because of illness.

#### ***Provisions for Medical Services***

An examination of medical services under health insurance requires, first, a review of general provisions, and second, an analysis of the special arrangements under which the medical services are

furnished. To understand the provisions for medical benefits it is necessary to have in mind the arrangements for the payment of cash benefits, and also the relationships between the two.

Insurance against wage loss due to disability follows a common pattern which shows only minor variations from one system to another. In the British system, the cash benefit is "flat"—that is, it is uniform for all beneficiaries, a fixed amount per week; in most other systems it varies with the wage of the worker, and in some it varies also with the number of dependents. The maximum cash-benefit period is always limited, most commonly to half a year. Disability lasting longer than this maximum is usually compensated under another system—sometimes called invalidity insurance, sometimes disablement insurance—which is more or less closely linked with health insurance. In all cases, a waiting period is required; the disability must have persisted continuously for at least a few days before benefits are payable. In all systems, a physician determines whether a worker is or is not incapacitated. Commonly, the certifying physician is the physician who attends the sick worker for treatment and care. Thus, the physician serves as the link between insurance against wage loss and the provisions for medical care.

In the field of medical benefits, the uniformity which is characteristic of wage-loss benefits is lacking. Instead of a common pattern, there is a wide variety of arrangements. Lack of uniformity arises, in part, from differences in the scope of the medical services which are furnished by the systems of different countries. For example, the organization of insurance services is comparatively simple in Great Britain, which confines medical benefit to the services of the general practitioner, but necessarily more complex in countries where such services as those of surgeons and other specialists, hospital care, and the laboratory are included. Lack of uniformity in the medical arrangements arises also from fundamentally different concepts as to the relations which should obtain between the insurance system and the medical personnel. The different practices which have been developed are illustrated by the salient characteristics of the British, German, and French sickness insurance systems. In the following discussion the term "medical care" is used in its narrow sense—care given to insured

persons by physicians—in order to avoid the complexity that would arise if arrangements for hospital care, nursing, dentistry, or drugs and appliances were included.

Under the British health insurance system, which limits medical care to that which may be expected from the general practitioner, only the insured worker receives medical services; his dependents are not eligible. Generally, the dependents use the same physician as the insured worker, and they pay the physician privately for services rendered. Care of the insured worker himself is remunerated by the insurance system.

Medical care under the German health insurance system includes the services of surgeons, other specialists, and hospitals, in addition to those rendered by general practitioners, and the services are available to the dependents. No direct charge for service is imposed upon the insured person, except that before going to a physician he must pay a nominal fee which entitles him to medical care for 3 months, or for the duration of the illness if it continues longer.

In contrast to the British and German systems, medical services are not actually furnished under the French system. In France, an insured person selects and continues to go to his own physician as he did prior to the introduction of social insurance. He pays the physician his fee. Then, on presentation of a received bill, he is partially reimbursed by the insurance fund. The amount reimbursed is four-fifths of the fees in a schedule which has been adopted by the fund. Thus, the insured person always bears one-fifth of the fees for medical services according to the schedule, plus any difference between the physician's actual charge and the corresponding fee in the adopted schedule. In recent years there has been a tendency for the fee schedules adopted by the medical associations for the guidance of individual physicians and the fee schedules used by the funds for determining the amount of the reimbursement benefit to come closer together than was the case when health insurance was first introduced. But the amount reimbursed to the insured patient need not bear any direct relationship to the amount charged by the physician. It is not uncommon for the insured patient to pay 40 percent of the cost of medical services himself and be reimbursed for only 60 percent. Occasionally, the insured person may have to pay several times the amount

which he receives from the insurance system in reimbursement.

It is inevitable that in a reimbursement or medical-indemnity arrangement the insurance fund can assume only a limited obligation for the cost of medical care. A portion of that cost, which may be small or large, remains for the individual to carry. Despite the advent of social insurance in France, medical care remains on a fee-for-service basis. Indeed, the reimbursement or indemnity pattern of the French system fails to meet some of the fundamental requirements of health insurance. Failing to give the individual assurance or security against large medical costs, it is not—in this sense—really health insurance and, in greater or lesser measure, fails to give the patient ready access to the physician.

In France, the variety of services for which the insured worker may be partially reimbursed is much like that covered by the German system. The French system provides partial reimbursement for the charges made by general practitioners, surgeons and other specialists, hospitals, and pharmacists. Like the German system, but unlike the British, the French system makes the dependents of the insured worker eligible for the same benefits as the worker himself.

An important difference may also be noted among the three systems in the duration for which medical care is granted. The British system, with the limited medical care of the general practitioner, grants the medical benefit indefinitely. The French system grants its reimbursement benefits for the first 6 months of illness; but if, at the expiration of the 6 months, the worker is entitled to an invalidity pension, the benefits are available for an additional 5 years, though dependents' benefits cease at the expiration of 6 months. In Germany, where the medical benefits are perhaps most extensive, medical care for insured workers is limited generally to 6 months within a year, and for their dependents is limited to 3 months. As an additional benefit, a number of German sickness insurance funds extend the duration of medical services for their members beyond 6 months up to a year. Medical and institutional treatment may also be granted under invalidity insurance, which is designed for long-drawn-out disabilities. But for the majority of insured persons in Germany, medical care is limited strictly in point of time.

### **Choice of Physician**

The most important characteristics of insurance medical service are determined, in the first instance, by the policy controlling admission of practitioners to insurance practice and the choice of practitioner by the insured person.

In the three countries considered here, the principles of open admission and free choice are followed most literally in France. There, the insured person or his dependent may go to any physician who is authorized to practice medicine. Upon presentation of the received bill for medical services rendered, he is entitled to reimbursement. The only important limitations on free choice in France apply to consultations, the services of a specialist, surgical operations, or special treatments. Unless the special service is authorized by physicians employed by the health insurance fund, the insured may forfeit the right to reimbursement.

In Great Britain, all licensed physicians are free to engage in insurance practice. They have only to have their names entered on the local panel of insurance physicians, indicating their willingness to accept the stipulated statutory arrangements and to render the medical services which insured workers are entitled to have under the health insurance laws and regulations. The insured workers have the right to go to any physician whose name is on the local panel, subject to the limitation that a physician may not have more than 2,500 insured persons on his list, a figure which has been increased to 3,000 to meet the exigencies of the war. A physician may refuse to accept a worker who wishes to be placed on his list. The insured may change from one physician to another at any time if the change has the approval of both physicians, or he may change at quarterly intervals on his own initiative, giving a month's notice if he lacks his physician's approval.

In Germany, the principle of free choice has not always been followed. For a long time many insurance funds obtained the services of physicians on a contract basis, and in the larger cities the funds developed extensive group-clinic facilities with limited staffs. Such arrangements were strongly and bitterly opposed by medical associations. Since 1933, these contractual arrangements between individual physicians and individual sickness insurance funds have been

replaced by provisions under which, within limits, all physicians who meet stipulated requirements are admitted to insurance practice and the insured persons have free choice of the local physicians who are so admitted. The physician who wishes to engage in insurance practice must have been authorized to practice medicine in Germany, and must have had at least 2 years' experience in practice in a hospital, as assistant to an insurance practitioner in rural areas, in medico-scientific institutes, in postgraduate study, or otherwise. If a physician meets these requirements, he must then undergo a short introductory course of instruction in insurance practice.

Regulations limit the number of physicians who may be admitted to insurance practice in each locality in Germany; the maximum number admitted is one for every 600 insured workers, and the number of specialists may not exceed 40 percent of the total number of physicians. The responsibility for deciding who shall be entitled to enter insurance practice rests with a local committee of admission appointed by the Association of Sickness Insurance Physicians, an organization which has official status and includes all insurance practitioners. Thus, the decision on admission to insurance practice rests with the organized group of insurance physicians rather than with a governmental body or with the insurance fund. An appeal may be taken from the local committee of admission to the national authorities.

#### **Duties of Physicians**

The duties of insurance physicians are similar in various systems. In Great Britain, the insurance physicians are required to give their insured patients all proper and necessary medical services which are considered within the competence of general practitioners and to certify incapacity when it exists.

France attempted to preserve the private relationship between physician and patient which existed prior to the introduction of the social insurance law. However, the physician in France accepts certain new obligations when he treats insured persons. In addition to giving a receipt for fees paid, he must furnish a signed statement if he considers a consultation with other physicians desirable or if he believes that the patient needs specialist's services, a surgical operation, or

hospital care; he must aid the insurance fund in supervising patients by noting on the report slip such instructions as he has given relative to exercise, rest, confinement to the house; he must accept the disciplinary machinery of the medical association; and he agrees to issue the certificates of incapacity needed by the health insurance funds for the administration of cash wage-loss benefits.

The duties of the German insurance practitioner are more extensive than those required of physicians in Great Britain or France. He must give medical attention to insured persons, including all medical treatment and special services of which he is capable; he certifies the patient for hospital treatment; he prescribes special measures of treatment; he recommends that the patient be admitted to a convalescent home or sanatorium; he gives information about industrial and other accidents. Finally, as in Great Britain and France, he certifies disability.

#### **Supervision of Physicians**

Under all three systems, there are provisions for the supervision of the medical treatment given by insurance practitioners to their patients, but this supervision is circumscribed in order to guard against the danger of interference with the work of the physician. In certifying disability, the functions of insurance physicians depart most notably from those ordinarily performed by private practitioners. When acting as a certifying officer, the physician participates in determining the disbursement of public funds and therefore comes under the restraints necessary to safeguard such disbursements. In each country, the health insurance fund is entitled to obtain a second medical opinion as to whether or not an insured worker is disabled and should receive cash sickness benefits. The funds frequently use this privilege, particularly in cases in which the disability is of long duration. The supervision of medical care and of certification is usually carried out through separate mechanisms. Each deserves closer inspection.

In Great Britain, the review of disability certificates is the responsibility of a staff of salaried physicians known as regional medical officers. This staff is employed by the Ministry of Health, not by the health insurance societies. The approved societies, which administer the cash

sickness benefits, may at any time request the medical reexamination of a person in receipt of cash benefits, and most of the examinations performed by the regional medical officers are made upon such request. The practicing physician is invited to attend the review examination. The services of the regional medical officers are also available to the panel physicians who wish to obtain a second opinion from another physician, but these services are only rarely requested.

The regional medical officer advises the approved society whether or not cash benefits should be continued. He visits panel physicians to review, and instruct them in, recordkeeping, economical prescription of drugs, and certification of disability, and—on request—may give advice as to improved care of patients with persistent disability.

If a patient, another physician, or one of the insurance agencies charges an insurance practitioner with neglect, the complaint is referred, not to the regional medical officer, but to a subcommittee of the local insurance committee—a subcommittee consisting of equal numbers of doctors and insured persons. On the basis of the findings, the insurance committee, which includes representatives of insured persons, the doctors, and the public, decides on the penalty, which is usually a fine. In cases of gravest offense on the part of the doctor, the insurance committee may recommend to the Minister of Health that the physician be denied the privilege of insurance practice for a longer or shorter period. Before rendering a decision, the Minister refers such cases to a committee consisting of an attorney and two practicing physicians. If the complaint deals with laxity in certification, extravagance in prescribing medicines, or failure to keep proper records, it is referred to the local panel committee of physicians elected by the local insurance practitioners. From the decision of this committee there is an appeal, in the final instance, to the Minister of Health.

In France, the insurance authorities have no right to interfere in the relations between the insured and his physician. But the reimbursement pattern carries the separation of insurance and medical practice so far that the funds must invoke checks and controls to safeguard their finances. The reimbursement of excessive medical service could bankrupt the system. Accordingly, the insured person is required, on pain of losing his benefits, to cooperate with the control activities

of the insurance authorities. He must allow the supervisory medical staff of the health insurance fund to which he belongs to investigate his condition through personal interview or medical examination in his home or at the headquarters of the fund. In some of the largest funds the supervisory organizations have become elaborate diagnostic centers with staffs of specialists and with extensive laboratory, X-ray, and ancillary equipment. If it is discovered that a medical bill submitted by an insured person is unjustified or that a worker has been certified erroneously as disabled for work, the fund may withhold the reimbursement. But the physician engaged by the health insurance fund must not express any diagnostic opinion in the presence of the insured person, nor may he comment on the treatment given by the attending physician. If he disagrees with the attending physician on the condition of the insured patient, he must confer privately with the practitioner.

The French supervision of medical treatment is in the hands of the organized medical profession itself, and is exercised by the disciplinary councils of the local medical associations. Whether or not physicians are members of the medical association, they are deemed to accept this disciplinary control when they sign insurance slips for their patients. From the decision of the local disciplinary council, there is an appeal to a national council, consisting exclusively of physicians, and, finally, an appeal to a governmental tribunal, which is not exclusively medical in composition.

It will be noted that in the French system it is the insured, rather than the physician, who is closely and directly supervised and disciplined; it is the insured who may suffer a financial loss if the physician of the insurance fund disagrees with the attending physician. But, inevitably, such supervision of the insured has its repercussions upon the attending physicians. When the insurance law was being drafted, great care was exercised by the medical association to maintain undisturbed the traditional status of the French physician. However, the almost total independence left to the physician led to the development of controls which in the end are probably more extensive and more onerous than those found in countries where the insurance system actually guarantees medical service rather than reimbursement or indemnity. It is not surprising that many

physicians in France complain about bureaucratic control over their activities.

In Germany, the staff of physicians who review claims for disability benefits is independent of the health insurance funds which administer cash benefits. The reviewing physicians are employed by the regional office in charge of administering invalidity insurance, which is responsible for the payment of cash benefits during chronic or permanent disability and therefore has a vital interest in the early discovery and effective treatment of serious disease or disability. These salaried physicians not only review the worker's incapacity, but they also have a voice in deciding when a worker should receive treatment in a hospital, a sanatorium, or a convalescent home; they must be consulted when the attending physician prescribes medical appliances; and they express an opinion on whether the benefits prescribed by the insurance physicians are necessary and economical. In addition, the supervisory medical officers cooperate with other governmental authorities in matters of public health, in so-called "eugenics," and in the prevention of disease.

Under German arrangements, as under those prevailing in France and Great Britain, the supervisory medical officer may not interfere with medical treatment given by the insurance physician. He submits his opinion on the worker's incapacity and on the desirability of institutional treatment or prescriptions of drugs and appliances to the sickness insurance fund. The medical officer's opinion on questions of incapacity is binding upon the fund. If the advice of the supervisory medical officer regarding hospital treatment or prescription of drugs and appliances should be in conflict with the recommendation of the insurance physician, the fund makes the final decision.

The supervision of the medical activities of insurance physicians in Germany rests with a purely medical organization—the Association of Insurance Physicians. The Association may take action against a practitioner by means of a warning, a fine, or through temporary or permanent exclusion from insurance practice. If the measures taken by the Association against an offending member of the profession appear inadequate, the sickness insurance fund has the right to refer the matter to a higher medical board.

### ***Remuneration of Physicians***

From a professional point of view, the remuneration of insurance physicians is secondary to these more fundamental questions concerning who may furnish the medical-service benefits, the relationship of the insurance physician to the insurance fund and to his insurance patients, the supervision of insurance practice and the limits of such supervisory service. Yet the problems of remuneration have been brought into prominence by the heat of public discussion. These problems have sometimes been confused for lack of clear distinction between issues concerning the method or basis of remuneration and those concerning the amount of remuneration.

In most countries, health insurance is confined to employed persons with small incomes. Unless government subsidizes the system, the funds which are available to provide cash and medical benefits are such as can be collected from low-income groups and from their employers. The lower the limiting income of the insured persons, the more limited the financial resources. Furthermore, the lower the income level of the insured population, the larger the volume of morbidity and disability, and the greater the need for benefits. The insurance finances are, therefore, stretched in most countries to do as much work as possible, and there are only limited funds with which to pay insurance physicians. In many cases, the physicians have complained that the rate of remuneration for insurance practice is inadequate. Such evidence as is available indicates, however, that the insurance remuneration equals or exceeds the corresponding remuneration paid by uninsured groups in the population with a similar economic status.

In Great Britain, 9s. a year for each insured person is set aside from the health insurance pool for the purpose of paying physicians for insurance services. The total national sum is allocated by localities in proportion to the number of insured persons. Within each locality, the insurance physicians themselves decide the basis on which these available funds are to be distributed among them. Though the medical benefit regulations give them a choice of a capitation system, an attendance system, or a combination, the capitation method is now in general use by the physicians' own choice. Each physician receives from the fund 9s. a year per insured person for whose care he has

assumed responsibility. There are small additional funds to provide allowances for mileage in rural areas, for drugs and appliances, and for post-graduate education.

Although the French system attempted to leave untouched the traditional method of remuneration followed by patients and doctors, the adoption of a reimbursement or indemnity procedure did not wholly succeed in attaining this aim. At first, the fees in the reimbursement schedule were much lower than the fees actually charged by physicians. In the course of time, the fee schedules were revised upwards, but the physicians' actual fees have had to be lowered to approach the reimbursement fee schedules more nearly.

In Germany, the health insurance fund turns over to the Association of Insurance Physicians a lump sum which varies with the average number of members of the fund and their average wage. Introduction of the wage factor has the result of varying the remuneration of the insurance doctors from time to time and from place to place, according to the earnings of the insured workers whom they serve, though all insurance physicians are guaranteed a minimum income of 4,000 marks a year. The Association distributes the lump sum among individual physicians in accordance with agreements concluded between the Association and the local health insurance funds. The most common method has been to prorate the money in proportion to the services rendered, valuing the services according to a fee schedule. If the available money is insufficient to pay the physicians in full on this basis, all fees are scaled down proportionately. Under another arrangement, the physicians are reimbursed according to the number of cases treated. Under a third, the remuneration of the physician per case is decreased when the number of cases exceeds certain limits to discourage unnecessary attendances. Under a 1939 decree, the fee-for-service basis was abandoned for the duration of the war. Physicians receive a fixed remuneration which is computed on the basis of their income from medical practice prior to 1939. Physicians who are admitted to practice subsequent to the issuance of the decree receive a fixed daily remuneration varying with their family responsibilities and length of experience rather than with the amount of services rendered.

In summary, France has retained the fee-for-

service system of remuneration and has combined it with a system of reimbursing the patients, Great Britain operates on the per capita system, and prior to the war Germany followed an attendance system combined with minimum guaranteed income. The amount of remuneration is largely predetermined by the economic capacities of the insured population; the method of remuneration is determined by the physicians themselves. Except for periodic revision of the rate of remuneration in light of the finances of the system, the financial controversies are of only historic interest.

### **Conclusion**

It must be evident that in Great Britain, Germany, and France, the three most important European social insurance countries, the health insurance systems have made sincere and largely successful efforts to disturb as little as possible the existing relationships between physician and patient. Within limitations not peculiar to, or arising out of, social insurance, all licensed practitioners are free to enter insurance practice. The insured turns to the physician of his choice when in need of medical care. Free and easy access to the physician is encouraged. Except for necessary limitation in each system and special limitations peculiar to indemnity schemes, the financial barrier which keeps sick persons from seeking medical care has been abolished.

In all three systems there are provisions under which professional groups review the medical activities of the attending physicians. It is precisely in France, where the practicing physicians have least direct relation with the insurance funds, that the diagnosis and treatment of insured patients are most extensively checked and supervised. This is a consequence of medical-indemnity, as distinguished from medical-service, insurance. In all three systems the physician has the duty of certifying the disabled worker for cash benefits. All three systems provide for independent review of certification by a salaried physician not engaged in competitive practice. The review of medical activities and of disability certification are responsibilities of medical organizations or of medical officers. Lay administrators have little or no direct supervision or authority over the physician; professional practitioners are primarily responsible to representatives of their own profession.

The quality of the care furnished under health

insurance systems is difficult to evaluate because there are no altogether satisfactory objective standards. One might use as a standard the quality of service formerly furnished to the same classes of patients in insurance countries before insurance was instituted. All available testimony, lay and professional, is to the effect that such a comparison is favorable to insurance. Such a comparison is obviously faulty, however, because it fails to take account of improvements in medical practice which have been occurring almost everywhere in this period. If we accept as a standard the quality of services furnished similar classes of noninsured patients by the same or by other practitioners, the record shows no clear or significant differences in quality of care. If we use the quality of medical care in noninsurance countries as a standard, the results are likewise inconclusive. Medical care in our own country, with or without insurance, provides examples in which quality is good, bad, or indifferent. If we could determine the proportions which are of one grade or another, in an insurance and in a noninsurance country, such comparisons might have value; but the author knows of no valid statistical basis for such an analysis.

Careful reports from leading physicians in insurance countries support the considered opin-

ions recorded by the professional associations that insurance has accelerated improvement in professional standards of care. Among the reasons presented by the British Medical Association to the Royal Commission on National Health Insurance in 1926 for the continuance of medical benefit were the following:

"The amount and character of the medical attention given is superior to that formerly given in the best of the old clubs"; "illness is now coming under skilled observation and treatment at an earlier stage than was formerly the case"; "speaking generally, the work of practitioners has been given a bias towards prevention which was formerly not so marked."

In the absence of objective criteria, there is, so far as the author can discover, no evidence that insurance, of itself, has affected the standards of care offered by the medical profession to a sufficient degree, one way or another, to be of determinative importance in evaluating insurance systems. There can be no question, however, that insurance has given the working population ready access to medical services which were previously available to them only to more limited extent or not at all, and that it has increased the adequacy of the medical service which the insured population actually receives in sickness.

## BIBLIOGRAPHIC NOTE

The most extensive discussion in English of medical arrangements under health insurance in France, Great Britain, and Denmark is *The Health Insurance Doctor* by Barbara N. Armstrong (Princeton University Press, Princeton, 1939, 264 pp.). The subject is also treated in *Security Against Sickness* by I. S. Falk (Doubleday, Doran & Co., Garden City, 1936, 423 pp.). Some aspects of the problems presented in this article are discussed in *Organized Payments for Medical Services* issued by the Bureau of Medical Economics of the American Medical Association (1939, 185 pp.), and in current notes and correspondence in the *Journal of the American Medical Association*.

*Industrial and Labour Information* and the *International Labour Review*, two periodicals of the International Labor Office, and the *Revue Internationale de Médecine Professionnelle et Sociale* have been used extensively in the preparation of this article.

The most exhaustive work on health services in Great Britain is the *Report on the British Health Services* issued by Political and Economic Planning (1938, 430 pp.). The *British Medical Journal* and the *National Insurance Gazette* report periodically on developments in this field. The *Report of the Royal Commission on National Health Insurance* (London, His Majesty's Stationery Office, 1928)

and the British Medical Association's *A General Medical Service for the Nation* (London, April 1938) have also been consulted.

The *Bulletin de Documentation* and *Le Médecin de France* contain current information on the subject of medical services under health insurance in France.

Important sources of material on medical services under German sickness insurance are:

*Taschenbuch des Vertrauensarztes* by Dr. Th. Vaternahm (Julius Springer, 1936, 107 pp.); *Die Arbeiten des ersten internationalen Kongresses der Sozialversicherungsfachleute*, Budapest, 1935; *Bericht über die Arbeiten des Dritten Internationalen Kongresses der Sozialversicherungsfachleute in Wien vom 18. bis 22. Mai 1938* (Carl Ueberreuters Verlag, Wien, 1938, 291 pp.). In addition, articles in the following periodicals on the relationship of the physician to sickness insurance in Germany have been used in the preparation of the article: *Deutsches Aerzteblatt*; *Deutsche Medizinische Wochenschrift*; *Die Ortskrankenkasse*; *Die Landkrankenkasse*; *Reichsarbeitsblatt*; *Die Arbeiter-Versorgung*; *Monatsschrift für Arbeiter- und Angestelltenversicherung*; *Soziale Prazis*; *Die Sozialversicherung*; *Das Versicherungsarchiv*; *Volkstümliche Zeitschrift für die gesamte Sozialversicherung*.

# HIGHER EDUCATIONAL INSTITUTIONS AND THE SOCIAL SECURITY ACT

MERRILL G. MURRAY and ILSE M. SMITH \*

LARGE NUMBERS OF employees in institutions of higher education are today without definite protection against dependency due to old age. There are approximately 1,120 such institutions which, as far as could be ascertained, do not have formal retirement plans providing benefits in event of old age, death, or disability; this group employs some 43 percent of the total professional staff in institutions of higher education.<sup>1</sup> Within some 580 institutions which have formal plans, a fourth or more of all employees, both professional and non-professional, may possibly remain outside the scope of the plan. It seems likely, therefore, that a considerable proportion of the professional staff and a larger proportion of all nonacademic employees of these institutions lack systematic provisions for retirement.

Members of formal retirement plans, moreover, may desire the additional protection afforded by the Social Security Act. The Social Security Board has found that a much greater number of workers move in and out of covered employments than was anticipated at the time the act was passed.<sup>2</sup> It is likely that many of the persons now employed by higher institutions will spend part of their working life in other occupations. They may also accumulate Federal old-age insurance credits through intermittent employment—during the summer, after hours, or on weekends—in private schools operated for profit. If employment in both public and private schools could be covered by some comprehensive plan, a

\*Bureau of Old-Age and Survivors Insurance. This article is based on data compiled for an address presented before the Association of University and College Business Officers at Ann Arbor, May 15, 1939, by Mr. Murray, Assistant Director of the Bureau, in charge of the Analysis Division. The discussion has been brought up to date as far as possible, from sources of information at hand and recent publications.

<sup>1</sup> Includes colleges and universities, professional schools, teachers colleges, normal schools, junior colleges, and Negro colleges. The data on the number of institutions having plans and the proportion of professional staff members affected were estimated by the Office of the Actuary, Social Security Board, from information provided by U. S. Office of Education and other agencies. These data represent approximations which may be refined upon detailed study of the several types of plans operating within separate institutions and the number of employees making up the professional staff.

<sup>2</sup> About 5.6 million persons worked in covered employment in 1937 but not in 1938 and about 4 million persons in 1938 but not in 1937. Thus, in the 2-year period, almost 10 million persons, or about 27 percent of the total 36.8 million who worked in covered employment at some time during 1937 and 1938, moved in and out of such employment.

more rational program of old-age protection would result for such individuals.

Accordingly, when reporting to President Roosevelt on December 30, 1938, the Social Security Board recommended, among many other proposals, that nonprofit educational institutions be included under the old-age and survivors insurance provisions of the Social Security Act.<sup>3</sup> Even before the Board made its recommendations to the President and the Congress, an amendment (H. R. 101) was introduced in the House on January 3, 1939, by Representative Caroline O'Day, to remove from title VIII (now part of the Internal Revenue Code) and title II those sections that exclude from coverage certain types of nonprofit organizations. The House Ways and Means Committee, to whom the bill was referred, subsequently decided not to recommend any immediate action for extension of coverage to employment in nonprofit institutions. With respect to the exclusion of employment by States and their political subdivisions, the Board declared in its report that a number of State and municipal officials had indicated a desire for coverage, but the Board felt that further study was necessary of the constitutional and actuarial problems involved. No legislative action was taken.

The Social Security Board has continued to assemble data on these and other excepted employments, in order that future proposals or action toward extending coverage may be based upon adequate knowledge of the current situation. This article summarizes information now available.

Several bills were introduced in 1940 to extend coverage to nonprofit institutions, in general. These bills were: H. R. 8118, (O'Day, January 24); S. 3579, (Walsh, March 14); S. 4269 (Wagner, August 14), and H. R. 10384 (McCormack, August 20). The Walsh bill would confine the proposed extension to coverage under old-age and survivors insurance only, and would not

<sup>3</sup> Social Security Board, *Proposed Changes in the Social Security Act. A Report of the Social Security Board to the President and to the Congress of the United States*, January 1939, pp. 9-10.

attempt to extend unemployment compensation to nonprofit institutions. The Wagner and McCormack bills would remove the exclusion of State and local governmental employment from old-age and survivors insurance coverage. A subcommittee of the Senate Finance Committee has been created to study provisions of the Social Security Act, as amended, and other bills or proposals on this general subject.

### *Institutions in the Field of Higher Education*

Approximately how many higher educational institutions are now in operation? Differences are apparent among classifications of educational institutions according to whether or not certain schools were counted as institutions of higher education. This article uses the classification provided by the United States Office of Education. It is reported that in 1939 there were 1,700 institutions of higher learning.<sup>4</sup> The geographic distribution of these institutions, which include colleges and universities, professional schools, teachers colleges, normal schools, junior colleges, and Negro colleges, is shown in table 1. A little less than one-third of these were under Federal, State, district, or city control; more than two-thirds were under private, including denominational, control (table 2).

The only reasonably complete data on employment in higher institutions relate to personnel employed in a professional capacity. During the academic year 1938-39, it is estimated, the professional staffs of the 1,700 institutions numbered approximately 130,000.<sup>5</sup> These include administrative officers, teachers (rank of instructor and above), extension and research workers, and other groups of professional employees. This figure does not include the clerical and maintenance employees counted among the nonprofessional staff members in subsequent paragraphs. Public institutions probably employed about 47 percent of these 130,000 staff members; private institutions, about 53 percent.<sup>6</sup>

There is little information available for any year, in either published or unpublished form, to indicate other than roughly the number of nonpro-

fessional staff members (clerks, maintenance workers, custodians, and administrative employees not in executive positions) or the proportion which this group forms of the entire staff in the various institutions. Tentatively, it may be estimated that these nonprofessional employees represent slightly less than 30 percent of the total staff in all higher institutions, public and private, taken as a group. In public institutions, nonprofessional employees probably represent about one-fourth

**Table 1.—Number of institutions of higher education in the United States, by type of institution and by State**

State or Territory	Total	Colleges and universities	Professional schools	Teachers colleges	Normal schools	Junior colleges	Negro institutions
	1,699	673	256	169	58	435	108
Alabama	27	9	2	4	1	3	8
Arizona	5	1	—	2	—	2	—
Arkansas	25	9	2	2	—	7	5
California	103	25	21	7	50	—	—
Colorado	17	6	4	3	—	4	—
Connecticut	27	7	5	5	2	8	—
Delaware	3	1	1	—	—	—	1
District of Columbia	26	9	5	1	2	7	2
Florida	14	7	—	—	—	3	4
Georgia	46	14	5	1	—	15	11
Idaho	8	3	—	—	2	3	—
Illinois	99	35	33	9	3	19	—
Indiana	41	22	10	4	1	4	—
Iowa	64	24	3	1	—	36	—
Kansas	44	19	1	2	—	21	1
Kentucky	40	11	6	5	—	16	2
Louisiana	22	10	—	1	1	5	5
Maine	15	6	1	1	5	2	—
Maryland	31	14	6	3	—	4	4
Massachusetts	68	27	13	12	6	10	—
Michigan	40	19	6	5	—	10	—
Minnesota	36	15	5	6	2	8	—
Mississippi	34	8	—	2	—	18	6
Missouri	55	14	11	7	—	21	2
Montana	10	4	1	2	1	2	—
Nebraska	24	12	3	4	1	4	—
Nevada	1	1	—	—	—	—	—
New Hampshire	8	4	—	2	—	2	—
New Jersey	34	11	9	—	—	—	—
New Mexico	7	2	1	2	—	2	—
New York	102	47	30	3	16	6	—
North Carolina	53	18	—	4	1	19	11
North Dakota	11	4	—	5	—	2	—
Ohio	66	46	14	2	—	3	1
Oklahoma	36	10	1	6	—	18	1
Oregon	20	10	2	—	5	3	—
Pennsylvania	97	50	25	13	—	7	2
Rhode Island	6	3	2	1	—	—	—
South Carolina	33	15	3	—	—	3	12
South Dakota	16	7	1	1	3	4	—
Tennessee	47	22	4	4	1	8	8
Texas	86	25	6	7	—	36	12
Utah	9	4	1	—	—	4	—
Vermont	10	6	—	—	3	1	—
Virginia	43	14	6	4	—	12	7
Washington	22	10	—	4	—	8	—
West Virginia	20	9	—	5	—	3	3
Wisconsin	34	14	5	10	1	4	—
Wyoming	1	1	—	—	—	—	—
Alaska	1	1	—	—	—	—	—
Canal Zone	1	—	—	—	—	1	—
Hawaii	1	1	—	—	—	—	—
Philippine Islands	8	6	1	—	—	1	—
Puerto Rico	2	1	1	—	—	—	—

Source: U. S. Office of Education, *Educational Directory, 1940*, Bulletin 1940, No. 1, pt. III, p. 6.

<sup>4</sup> U. S. Office of Education, *Educational Directory, 1940*. Bulletin 1940, No. 1, pt. III, p. 7.

<sup>5</sup> Estimated on basis of data compiled by U. S. Office of Education. Data given in terms of full-time employees.

<sup>6</sup> Estimate based on table 1 in advance summary of "Statistics of Higher Education, 1937-38," released June 1940, by U. S. Office of Education.

the total employees; in private institutions, however, the proportion is well over one-third.<sup>7</sup>

Data are also incomplete with regard to the total number of staff members. In the 1,700 institutions, the 1938-39 total for both professional and nonprofessional staff was probably about 185,000.

Women constituted 23.8 percent of the professional staff in universities, colleges, and professional schools (excluding teachers colleges, normal schools, and junior colleges), in 1937-38. On the staffs of teachers colleges and normal schools, women outnumber the men by 33 percent. They represent 52 percent of the professional staff in the nondegree-granting institutions (normal schools and junior colleges).<sup>8</sup>

### Legal Considerations

Extension of coverage to higher educational organizations cannot be considered fully without first recognizing the possible legal obstacles to such inclusion. Principles of constitutional law have been applied to exempt from Federal taxation salaries or wages received from State governments and their political subdivisions and instrumentalities. Recent decisions have upheld the power of the Federal Government to levy a nondiscriminatory tax upon income derived from employment by a State-owned corporation which does not discharge a function essential to the continued existence of the State government.<sup>9</sup> Although the doctrines of intergovernmental immunity from taxation are undergoing a process of limitation, it is as yet unsettled or undecided whether governments (or governmental agencies or instrumentalities) are subject to direct tax as employers. If the exception of nonprofit educational organizations were eliminated by amendment, difficulties would still be presented by proposed coverage for public educational institutions.

The Board has studies in progress on possible methods of extending the provisions of old-age and survivors insurance to public employees, including educational employees. The simplest method, if legally possible, would be compulsory coverage. Alternative plans under consideration include the

<sup>7</sup> Based on 1937-38 data collected by U. S. Office of Education and analyzed by National Income Division, Department of Commerce.

<sup>8</sup> See footnote 6.

<sup>9</sup> *Heleering v. Gerhardt*, 304 U. S. 405; decided May 23, 1938. See also: *Graves et al. v. N. Y. ex rel. O'Keefe*, 306 U. S. 466; decided Mar. 27, 1939; U. S. Dept. of Justice, *Taxation of Government Bondholders and Employees: The Immunity Rule and the Sixteenth Amendment*, 1939, pp. vi, 9-10; and Fuller, Edgar, "Federal Taxation of Public School Activities." American Council on Education, *Eighth Yearbook of School Law*, 1940, pp. 152-156.

use of voluntary compacts between the Federal Government and individual States or even with political subdivisions.

Extension of coverage to employees of private institutions is complicated by the fact that Federal revenue acts customarily exempt from Federal taxation those nonprofit organizations which are operated chiefly for educational, religious, and other purposes, as specified. Fear has been expressed that extension of social security taxes to them would set a precedent for taxation for other purposes in the future. Establishment of such a precedent seems unlikely, however, especially since Congress in 1939 adopted the recommendations of the Advisory Council and the Secretary of the Treasury in transforming the old-age reserve account into a trust fund under a board of trustees, and in providing that taxes received under the Federal Insurance Contributions Act and covered into the Treasury shall be automatically appropriated to the trust fund. The Walsh bill would provide a further guarantee, by requiring that taxes collected from groups to which the bill would extend coverage should be paid directly into this trust fund, without being previously covered into the Treasury. Nonprofit organizations are already required to assist their employees in the event of injury on the job, through payments to State workmen's compensation funds, a requirement which may be considered a form of taxation for special social purposes.

### Coordination With Existing Retirement Plans

The effect upon present retirement systems for college and university staff members is perhaps the most important consideration in contemplating coverage of such institutions by Federal old-age and survivors insurance. The prior existence of these systems constituted an important reason, next to the legal barriers, for the initial exclusion of educational institutions.

This article does not attempt to outline the features of the various systems. Their general characteristics have already been described in a survey by the Office of Education in 1937,<sup>10</sup> and in two studies by Rainard B. Robbins.<sup>11</sup> The recently published study by Robbins outlines the present status and evolution of college plans,

<sup>10</sup> Flanagan, Sherman E., *Insurance and Annuity Plans for College Staffs*, U. S. Office of Education, Bulletin 1937, No. 5, 83 pp.

<sup>11</sup> Robbins, Rainard B., *College Plans for Retiremen tIncome*, 1940, 253 pp., and *Retirement Plans for College Faculties*, 1934, 68 pp.

describes briefly selected plans, and tabulates variations among plans at institutions using contracts of the Teachers Insurance and Annuity Association.<sup>12</sup> Payments may be made under group-annuity contracts with commercial insurance companies, or under the various arrangements possible with the T. I. A. A. The payments may represent retiring allowances still available to a limited group of teachers from the Carnegie Foundation for the Advancement of Teaching, or allowances under general State retirement systems and certain retirement systems for teachers. Again, they may represent pensions from funds accumulated by religious organizations, or payments under special plans administered entirely by the employing institution. In many institutions, where none or only part of the professional staff are protected by some formal plan, each person retiring may be voted a special pension. The large extent to which such informal arrangements are in effect is not always realized.

At present, about 580 institutions of higher education operate formal retirement plans.<sup>13</sup> These institutions employ on the aggregate about 74,000 teachers and other professional staff members. This number represents approximately 57 percent of the professional staff in all higher institutions, or about 66 percent of the professional staff in 350 public institutions, 48 percent in 230 private institutions. The number of teachers who are members of the retirement plans is somewhat lower. This differential may be partly offset by informal plans in certain of the private institutions. About 180 of these 580 institutions, which in some cases also have other retirement arrangements, participate in deferred annuities under the T. I. A. A. plan. In several hundred additional institutions, teachers deposit with this Association annual contributions toward retirement, which,

<sup>12</sup> A nonprofit corporation, operated under the supervision of the department of insurance of New York. The Association was established to issue individual deferred-annuity contracts to employees of colleges and universities, these annuities to be purchased by the combined contributions of teacher and college. Individuals may also take out their own retirement annuities, toward which the institution does not contribute, and they can also take out insurance policies with the Association.

<sup>13</sup> See footnote 1. In 1940 Robbins queried 755 higher institutions (including some in Canada and Newfoundland) and found at least 337 with retirement income plans. No information could be obtained from 128 institutions, and 290 reported that there was no plan. The 755 institutions included, in general, colleges and universities (accredited schools plus some others), but not teachers colleges unless they used T. I. A. A. contracts or were covered by plans extending to other colleges and universities (and were accredited by American Association of Teachers Colleges); they also did not include junior colleges and normal schools, which institutions are among the 1,700 considered in the present article.

Table 2.—*Institutions of higher education in the United States, by type and by legal control*

Type of institution	Total	Public control		Private control		
		State	District or city	Nondenominational	Protestant	Roman Catholic
Total	1,699	354	202	453	484	206
White, total	1,591	323	196	439	428	205
Colleges or universities	673	96	13	170	255	139
Professional schools	256	18	1	153	65	19
Teachers colleges	169	147	5	12	1	4
Normal schools	58	30	5	16	3	4
Junior colleges	435	32	172	88	104	39
Negro, total	108	31	6	14	56	1
Colleges or universities	61	15	2	6	37	1
Professional schools	7	1	—	4	2	—
Teachers colleges	12	9	3	—	—	—
Normal schools	4	—	—	1	3	—
Junior colleges	24	6	1	3	14	—

<sup>1</sup> Includes 3 under Federal control.

Source: U. S. Office of Education, *Educational Directory, 1940*. Bulletin 1940, No. 1, pt. III, p. 7.

however, are not supplemented by amounts from the employing institutions.

Publicly controlled institutions with formal retirement plans, numbering 350 of the 580 institutions, employ about 40,000 professional staff members. More than a fourth of these are employed by institutions which help their teachers pay premiums for deferred annuities under contracts with the T. I. A. A. Many of the others are employed by institutions in which the staff are members of State and municipal retirement systems. Some of them, however, are employed by institutions which provide retirement benefits through other means, such as group annuities from commercial insurance companies. The 230 private institutions with formal retirement plans have on their staff, it is estimated, about 34,000 professional employees. Of this number, more than half have annuities with the T. I. A. A., purchased by joint premiums paid by the individual and the institutions. The others are protected by church pension plans, by commercial group annuity contracts, special funding plans, scheduled payments by the institution out of current income, or by some other method.

General State retirement systems and some State and municipal plans for teachers apply to all persons on the pay roll. Likewise, church pension funds frequently protect all employees of affiliated institutions. Group life insurance and group health and accident insurance plans generally include both the professional and nonpro-

fessional staff. The old-age retirement plans, however, were adopted primarily for faculty members and usually include administrative officers along with teachers. On the other hand, instructors are not included with the faculty of some institutions, and administrative employees other than officers are sometimes counted as maintenance workers.

Eighty-two percent of the institutions reporting to the Office of Education in 1937 as having such plans, provided only for the faculty. Of course, a few retirement plans have for years covered non-faculty members, and a few plans have been adopted especially for them. Robbins distinguishes three groups of staff members—teachers, administrative officers, and maintenance workers—and reports that public institutions more generally than private institutions have provided for the maintenance employees. He found that 27 institutions using T. I. A. A. contracts provide old-age income for maintenance workers; an additional 53 institutions with other plans (of which 33 were public institutions) cover this latter group. At least five private institutions without T. I. A. A. contracts have separate retirement plans for such workers. Interest in extending old-age retirement provisions to custodians, clerks, and other nonprofessional employees is widespread at the present time.<sup>14</sup>

The existing retirement plans could be adjusted to make them supplementary to the Federal system. This should be the normal procedure rather than abandonment of existing plans, if coverage were extended to higher educational institutions. The Social Security Act aims to provide only basic protection to employees. Benefits are relatively larger for lower-salaried employees than for those receiving higher incomes. Earnings in excess of \$3,000 are excluded from consideration. Undoubtedly, institutions would wish to continue existing plans to provide supplementary benefits for the academic staff, who would be likely to find benefits inadequate under the Federal plan. In addition, the nonprofessional staff, less regularly protected by existing pension provisions, would have at least the protection of Federal old-age and survivors insurance. The T. I. A. has pointed out that "the annuity

<sup>14</sup> Flanagan, Sherman E., op. cit., p. 64; Robbins, Rainard B., *College Plans*, op. cit., pp. 4, 6-7; and "Economic Security in Institutions of Higher Education," *Proceedings, 1939*, Vol. XI, Institute for Administrative Officers of Higher Institutions, 1939, p. 139.

contracts of this Association will lend themselves conveniently to whatever adjustments may be appropriate if it is desired to use them to supplement the provisions of an amended Social Security Act." The Association also suggests that, because of the apparent longevity of annuitants and also on account of decreasing returns on investments of institutions, extension of the act might seem to offer alleviating provisions to some institutions.<sup>15</sup>

If past experience with private industrial pension plans is a guide, extension of the act to higher educational institutions would probably give rise to additional private plans or supplementation of such plans, rather than elimination. Very few industrial concerns have abandoned their previous retirement plans since 1935, when the Social Security Act was passed. A number of companies have rewritten their pension plans or inaugurated new ones: included among these are the International Harvester Company, the American Telephone and Telegraph Company, the Standard Oil Company of New Jersey, the Western Union Telegraph Company, the Public Service Corporation of New Jersey, and the United States Steel Corporation.<sup>16</sup> In some measure, revisions in private industrial plans have consisted of providing supplementary benefits for employees with salaries of \$3,000 or more, a development which, in the case of educational institutions, would safeguard the equities of higher-paid faculty members who are already members of retirement plans. Payments under such plans are not subject to social security taxes, since the 1939 amendments exclude from the definition of "wages" all payments made by an employer to or on behalf of an employee under a plan or system providing for retirement, for sickness or accident disability, or for medical and hospitalization expenses in connection with such disability. Dismissal payments and, with certain reservations, death payments are also excluded from the definition.

<sup>15</sup> Teachers Insurance and Annuity Association of America, *Twentieth Annual Report to Policyholders*, 1938, pp. 29-30. In the *Twenty-first Annual Report to Policyholders*, issued as of Dec. 31, 1939, a comment on p. 3 indicates that the nature of the 1939 amendments to the act do not necessitate change in the earlier statement.

<sup>16</sup> Princeton University, *The Effect of the Social Security Act on Private Pension Plans*, 1939; also, mimeographed list of companies which have revised their pension plans or have inaugurated new plans, issued by the University May 1, 1939. For additional information see: National Industrial Conference Board, Inc., *Company Pension Plans and the Social Security Act*, Studies in Personnel Policy No. 16, 1939, 46 pp.

### **Administrative Problems**

From the Government's standpoint, administration of old-age and survivors insurance might be simplified in some respects if coverage were extended to educational institutions. Questions have arisen as to whether certain educational institutions are nonprofit organizations "no part of the net earnings of which inures to the benefit of any private shareholder or individual," within the meaning of sections 209 (b) (8) and 1607 (c) (8) of the Social Security Act Amendments of 1939. The necessity for specific rulings differentiating between profitmaking and non-profitmaking higher educational organizations would disappear if the act were extended to nonprofit colleges and universities. However, in some instances, the question might still remain whether some institution, because of money received from public funds, might be considered an instrumentality of either the Federal or local government. Simultaneous extension of coverage to both private and public institutions, however, would remove this problem.

On the other hand, questions may arise as to whether certain individuals on the staffs of educational institutions are "employees" within the meaning of the act. On at least one occasion, a profit-making college covered by the act has asked the Bureau of Internal Revenue to decide whether certain instructors and substitutes were employed on a contractual basis and hence excluded from coverage, or were in the requisite employer-employee relationship for old-age insurance purposes.<sup>17</sup> Furthermore, as amended, the act now does not cover service performed for an organization exempt from income tax (under section 101 of the Internal Revenue Code), if performed by a student enrolled and regularly attending classes at a school, college, or university, or service performed in any calendar quarter for a school, college, or university not exempt from income tax, under section 101, if performed by a student enrolled and regularly attending such school and if the remuneration does not exceed \$45, exclusive of room, board, and tuition. The continuance of such exemptions would complicate the auditing by the Bureau of Internal Revenue of tax reports from institutions of higher education.

An additional problem is created by the fact

<sup>17</sup> Unemployment Compensation Interpretation Service, 391-S. S. T. 341. The decision was that the individuals constituted employees.

that the institutions sometimes provide remuneration in the form of rent, board, and lodging to certain employees. The value of perquisites granted in 10 Negro land-grant colleges in 1936, for example, varied from \$240 to \$1,200 per year.<sup>18</sup> Problems involved in evaluating wages in kind are not peculiar to this employment and are already being handled successfully by the Bureau of Internal Revenue, in other employment situations.

### **Economic Considerations**

Salary data compiled for 25,530 full-time faculty members in 252 colleges and universities showed that, in 1936, typical (median) salaries for full professors hired on a 9-month or 12-month basis in public institutions, varied from \$1,562 to \$3,951, and from \$1,662 to \$5,733 in the case of full professors in private institutions (table 3). No comprehensive report is available of changes occurring over the past 3 or 4 years in the distribution of staff members by salary.

Few institutions take the position that payment of salary relieves them of all further financial responsibility for employees. The necessity of assisting, at some time or other, individual faculty members or their families who are in financial difficulty is a present or potential charge upon college funds. Because of professional requirements and the circumstances of their employment, faculty members, like employees in other occupations, are frequently unable to prepare for financial emergencies created by illness, disablement, or death. In almost every rank, expenditures absorb practically the entire salary, allowing slight opportunity for saving.<sup>19</sup>

Protection against death, sickness, and old age was long considered the personal responsibility of the employee. Nevertheless, the institutions found that aged and disabled faculty members required some assistance, if only in the form of payments in kind;<sup>20</sup> that special pensions, and gratuities were needed and sought by dependent survivors. Some data bearing on this point have been reported by the Office of Education, for a sample representing 266 higher insti-

<sup>18</sup> Greenleaf, Walter J., *College Salaries, 1936*, U. S. Office of Education, Bulletin 1937, No. 9, p. 6.

<sup>19</sup> Boothe, Viva, *Salaries and Cost of Living in Twenty-seven State Universities and Colleges, 1913-1932*, 1932, p. 122. Income and expenditures for 96 academic families in Berkeley, Calif., are reported by Jessica B. Peixotto in *Getting and Spending at the Professional Standard of Living*, 1927, 307 pp.

<sup>20</sup> Robbins, Rainard B., *Retirement Plans*, op. cit., pp. 65 and 67.

tutions which, in 1937, had no formal plans for retirement or survivors' payments. Half these institutions paid no benefits; 18 percent paid as much as half salary to the retiring staff member for the rest of his life; a considerable proportion paid the widow a month's full salary. In these institutions, payments were ordinarily made on the basis of individual need. Fifty-three institutions were definitely of the opinion that some form of group insurance or annuity, administered outside the institution, would be a better means of solving the problem than debating each case as it occurred. Most of the institutions without definite plans have made various attempts to solve the problem by supporting legislative proposals or obtaining the services of special agencies.<sup>21</sup>

Under the Federal old-age and survivors insurance provisions, workers who are now old and will soon retire will receive a considerable bonus over the actuarial equivalent of their contributions. The individual who regularly earns \$2,000

<sup>21</sup> Flanagan, Sherman E., *op. cit.*, pp. 55-59.

a year in covered employment would be entitled to a monthly benefit if he attained age 65 after 5 years in such employment—or \$33.25. This benefit would be increased by 50 percent if he had a dependent wife aged 65 or over, with additional amounts payable with respect to unmarried children under age 18. Thus the married man with a wife 65 or over would receive a total monthly benefit of \$49.88. Had he earned \$3,000 a year instead of \$2,000 a year, he himself would be eligible to receive \$42 a month, while an additional \$21 a month would be paid to his wife aged 65 or over—making a total of \$63 a month payable to the family. Under the amended Social Security Act, monthly benefits are payable not only to insured workers who retire at age 65 or later, their wives and children, but to widows, surviving children, or surviving dependent parents who qualify for benefits.

Extension of the Social Security Act to higher educational institutions would meet many present problems of colleges and universities which have

**Table 3.—Number and median salaries of faculty members in selected institutions of higher education in the United States, by type of institution and by faculty rank, 1935-36<sup>1</sup>**

Type of institution	Number of institutions	Deans		Full professors		Associate professors		Assistant professors		Instructors	
		Employment on basis of—									
		9 months	12 months	9 months	12 months	9 months	12 months	9 months	12 months	9 months	12 months
Number of faculty members											
Total	252	235	744	4,679	3,330	2,260	1,685	3,344	2,301	4,211	2,741
Public:											
White land-grant	51	52	379	1,879	1,565	1,045	831	1,658	1,229	2,050	1,215
Negro land-grant	17	5	41	30	128	15	58	28	62	95	158
State universities	16	70	91	724	177	425	100	559	120	640	198
State colleges	15	9	32	110	134	128	62	121	143	118	90
Private:											
Men's colleges	16	8	16	66	260	48	150	66	139	60	214
Women's colleges	38	24	26	551	150	216	37	302	39	316	58
Large universities	7	4	53	301	387	104	254	209	328	337	460
Medium-sized universities	16	17	54	410	232	137	113	288	198	308	272
Small colleges	76	46	52	608	267	142	80	113	43	269	67
Median salary											
Public:											
White land-grant	51	\$4,300	\$4,859	\$3,951	\$3,800	\$2,973	\$3,017	\$2,486	\$2,574	\$1,792	\$2,012
Negro land-grant	17	2,062	2,094	1,562	1,795	1,208	1,586	1,328	1,419	1,193	1,173
State universities	16	4,075	3,913	3,564	3,281	2,726	2,827	2,305	2,463	1,803	1,609
State colleges	15	3,125	3,375	2,886	2,797	2,171	2,444	1,869	2,082	1,582	1,578
Private:											
Men's colleges	16	4,083	4,375	3,583	4,313	3,000	3,354	2,688	2,792	2,052	2,027
Women's colleges	38	3,000	4,000	3,150	2,700	3,026	2,228	2,512	2,023	1,785	1,578
Large universities	7	4,500	6,503	5,143	5,733	3,625	3,947	2,944	3,051	2,284	2,154
Medium-sized universities	16	4,375	5,167	3,950	4,125	3,215	3,198	2,673	2,583	1,811	1,406
Small colleges	76	1,594	2,083	1,602	1,879	1,429	1,670	1,375	1,478	1,015	1,190

<sup>1</sup> Figures based on data for 25,530 full-time staff members in 252 colleges and universities. Of the 25,530 staff members, 14,729 are on 9-month basis (i. e., employed for 9 months, whether or not pay checks are received over period of 12 months) and 10,801 are on 12-month basis (i. e., employed for period of 12 months, with 1 month or more for vacation).

Source: Greenleaf, Walter J., *College Salaries, 1936*, U. S. Office of Education, Bulletin 1937, No. 9, p. 7. For scope of study and definition of terms—see pp. 1-6.

no retirement plan or an inadequate plan, since a large part of the accrued burden of caring for aged staff members would be shouldered by the Federal old-age and survivors insurance program.

The colleges confront the need of providing a retirement plan for members of the nonacademic staff, such as mechanics, janitors, and domestic employees. At the present time, a commercial college, a barber college, a correspondence school, and other educational, profitmaking organizations are covered by the Federal act; their employees are therefore building up wage credits under the act toward retirement benefits and protection for their survivors. If the Social Security Act continues to exempt non-profitmaking private and public institutions, these institutions may find it desirable to provide some system of retirement benefits for their nonacademic employees which will yield benefits at least equal to those under the act. Otherwise, institutions without a satisfactory retirement plan may find it increasingly difficult to compete in the labor market for qualified employees. One college president has concluded that, "Wrestling with such problems, a constantly growing number of college executives are coming to the belief that inclusion under Federal Social Security is both necessary and inevitable."<sup>22</sup>

Extension of the Social Security Act would also assist in meeting problems of the colleges in relation to the retirement of employees who have rendered service in many different institutions or in colleges and in nonacademic pursuits. State retirement plans sometimes make special provision for transfer between public institutions within a

single State. According to the various provisions of the Teachers Insurance and Annuity Association, several alternatives are available to persons leaving active service temporarily or transferring to another institution. Most educational employees, however, would be seriously affected by frequent shifts between institutions within or without the boundaries of a single State. This situation would result from loss of employers' contributions, service credits, and interest accumulations under retirement plans; and also from ill-advised exercise of cash settlement privileges which these plans offer an employee upon separation. Extension of the Federal plan would render it less likely that equities established under the institutional retirement plans would have the effect of deterring employees from making a shift for the better. In addition, the institutions might more readily add to their staff older professors of established reputation and in this and other ways might find the retirement program a more effective adjunct to the maintenance of academic standards.

At the present time many professional and other employees of institutions of higher education are without systematic protection of the types provided by the Federal old-age and survivors insurance system. Extension of coverage under the Social Security Act could make provision for such persons and their families and could supplement the present provision made by private retirement plans. While such an extension would entail certain legal, administrative, and financial problems, it is believed that it would also promote solution of present problems of at least equal magnitude.

<sup>22</sup> Stanford, Edward V., "Social Security, the Dilemma of the Colleges," *The Catholic Educational Review*, Vol. 38, No. 6 (June 1940), p. 351.

# EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • RESEARCH AND STATISTICS DIVISION

## OPERATIONS OF THE EMPLOYMENT SECURITY PROGRAM

More private jobs were filled by public employment offices in October than in any previous month in the history of the United States Employment Service. The offices made 339,000 placements in private employment during the month, an increase of 10 percent over October 1939, when the previous all-time high for placements was established. Similarly, a new high of 366,000 supplementary placements was made during October, when the demand for agricultural labor for harvesting reached a peak. In addition, the employment offices also completed 68,000 public placements, most of them on construction projects at cantonments, airports, and other military areas. By the end of October only 4.6 million job seekers were registered as actively seeking work, the lowest level since November 1937.

Further seasonal improvement and the continuing impetus from the national defense program were also reflected in unemployment insurance claim receipts and payments, which declined to the lowest levels of the year. Continued claims decreased 6 percent to 4 million; benefit payments declined to \$32.2 million, a drop of 12 percent from September and of 42 percent from the record disbursement in July 1940. Decreases in both claim receipts and benefit payments occurred in practically all the important industrial

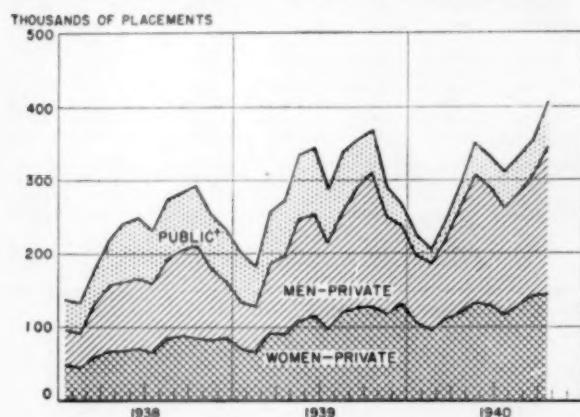
States. Some increases, however, were reported, particularly by the States in the Pacific Coast area. A minimum of 757,000 unemployed workers received at least one benefit payment in October, and the weekly average of benefit recipients totaled approximately 700,000. October was the fourth successive month in which the number of beneficiaries declined.

### Placement Activities

Public employment offices completed more than 407,000 public and private placements in October, a gain of 16 percent over September (table 1). In addition to increased industrial activity, some of the expansion is attributable to the greater number of working days in October. Total placements were 11 percent higher than in October 1939 and 40 percent higher than in October 1938.

Placements with private employers showed a gain of 11 percent over September 1940, with 43 States reporting increases. Half the complete placements in private employment were expected to last more than a month; in the previous month 53 percent were in jobs of similar duration. Practically all the important industrial States reported increased private placements, and in the majority of these the gains over September volumes exceeded 10 percent. The sharpest gain—more than double the September figure—occurred in Louisiana, partly reflecting increased employment in the sugar-processing and water-transportation industries. Increases ranging from 70 to 85 percent, reported by Arkansas, Idaho, and New Mexico, were largely attributable to sharp rises in agricultural placements in each of these States. In addition, increases of at least 50 percent occurred in Delaware, Mississippi, Nebraska, Utah, and Wyoming. All-time highs were recorded in 15 States, the majority of which were industrial. Of the 8 States reporting decreases, only 2 showed substantial declines from September. The sharp decrease in North Dakota primarily reflects the reduction in agricultural placements from September, while the decline in North Carolina is largely attributable to a slacken-

Chart I.—Placements of men and women by public employment offices, January 1938–October 1940



<sup>†</sup>Over 97 percent of public placements are of men.

Table 1.—Placement activities of public employment services for all registrants, by States, October 1940

[Data reported by State agencies, corrected to Nov. 23, 1940]

Social Security Board region and State	Complete placements								Applications received								
	Total	Private				January—October 1940	Public	Supple- men- tal place- ments	Number	Percent- age change from Septem- ber 1940	Active file as of Oct. 31, 1940						
		Total	Percentage change from—		Regular (over 1 month)												
			Septem- ber 1940	October 1939													
Total	407,484	339,343	+11.2	+10.0	171,702	2,633,576	+1+19.8	68,141	365,679	1,391,243	+15.3	4,620,862					
Region I:																	
Connecticut	8,154	7,018	+17.0	+29.4	4,311	45,099	+29.3	1,136	99	19,036	+4.5	60,503					
Maine	2,004	1,621	-4.8	+19.8	1,172	16,294	+15.0	383	35	10,782	+16.4	26,398					
Massachusetts	5,869	5,235	+21.5	+56.0	3,807	34,891	+55.7	634	25	37,819	+18.5	133,610					
New Hampshire	2,113	1,690	+2.5	-25.4	1,043	15,710	+1.6	423	132	7,560	+10.4	16,647					
Rhode Island	1,345	1,278	+29.2	+24.6	965	7,277	-4.2	67	40	9,709	+4.8	32,401					
Vermont	1,409	1,035	+5.0	+34.8	363	8,266	+7.6	374	12	3,410	+52.2	12,209					
Region II:																	
New York	38,057	36,294	+6.3	+66.0	17,849	255,686	+59.0	1,763	490	165,950	+8.4	477,438					
Region III:																	
Delaware	1,908	1,778	+51.7	-19.4	1,048	10,640	-6.3	130	92	3,878	+16.2	9,471					
New Jersey	12,473	11,938	+6.6	+1.8	6,854	91,280	+12.8	535	102	45,242	+13.0	195,245					
Pennsylvania	16,821	14,913	+27.3	+23.7	10,169	103,919	+42.9	1,908	1,499	113,123	+8.7	310,041					
Region IV:																	
District of Columbia	5,177	4,581	+14.5	+33.8	1,955	34,973	+15.7	596	0	13,437	+13.7	27,209					
Maryland	5,280	4,543	+23.4	+34.8	2,474	34,282	+35.1	737	7	17,818	-4.1	53,320					
North Carolina	12,794	6,364	-27.1	-20.1	3,338	53,114	-9.9	6,430	5,629	31,652	+12.2	77,974					
Virginia	8,479	7,059	-7.8	+45.2	4,435	48,333	+28.2	1,420	118	16,822	-3.0	44,287					
West Virginia	3,838	3,113	+30.4	-5.6	1,747	23,483	-2.2	725	462	17,414	+11.0	60,594					
Region V:																	
Kentucky	3,388	2,865	+29.9	+14.4	1,947	22,116	+39.4	523	248	17,289	+12.7	90,191					
Michigan	14,494	13,018	+16.3	+11.9	7,762	100,177	+19.4	1,476	90	51,122	-9.9	206,533					
Ohio	18,687	17,203	(1)	+16.9	9,239	141,120	+37.1	1,484	1,061	65,186	-3.2	337,480					
Region VI:																	
Illinois	16,367	15,814	+11.8	+17.9	8,650	130,635	+19.8	553	763	64,128	+18.1	173,366					
Indiana	11,064	10,702	+21.7	+20.1	6,895	76,215	+11.6	362	1,367	38,795	+3.7	137,084					
Wisconsin	8,165	7,568	+5.5	+8.6	4,101	60,979	+12.5	597	416	37,023	+27.2	97,144					
Region VII:																	
Alabama	4,113	3,490	-4.4	-12.5	2,609	38,074	+18.8	623	381	25,950	+22.5	94,154					
Florida	7,982	3,250	+20.6	-43.9	2,203	24,059	+43.8	4,732	358	24,859	+36.5	74,311					
Georgia	9,109	7,142	+8.4	+11.1	2,974	69,191	+51.5	1,967	291	23,961	+16.9	146,718					
Mississippi	8,705	4,074	+58.2	+2.4	2,379	22,611	+12.6	4,631	826	22,146	+9.9	68,548					
South Carolina	4,009	2,939	-3	+28.6	1,416	18,758	+43.1	1,070	168	10,903	+23.6	39,899					
Tennessee	6,779	5,612	+15.7	-33.8	3,632	45,217	+13.3	1,167	122,228	18,805	+65.6	105,182					
Region VIII:																	
Iowa	8,046	5,904	+1.6	-5.4	2,142	50,856	-1.7	2,142	713	21,246	+46.8	65,476					
Minnesota	7,743	6,782	+5.0	+6.9	3,295	54,380	+18.4	961	660	25,713	+52.2	102,923					
Nebraska	4,535	3,233	+57.8	+42.5	964	17,566	+24.2	1,302	74	9,386	+6.2	37,913					
North Dakota	4,456	4,048	-37.6	+40.4	986	34,072	+23.4	408	198	5,971	-27.9	22,452					
South Dakota	2,002	1,371	+9.9	+64.0	502	10,430	+10.8	631	43	4,033	+23.4	20,613					
Region IX:																	
Arkansas	12,338	6,355	+84.3	+91.2	1,521	42,599	+16.9	5,983	63,133	16,754	+55.0	38,158					
Kansas	5,329	4,466	+6.6	+56.8	1,456	33,636	+71.4	863	323	16,027	+11.5	52,368					
Missouri	10,288	8,872	+14.7	-30.3	5,008	71,354	+30.5	1,416	16,976	44,918	+33.1	141,418					
Oklahoma	3,918	3,273	+26.5	-30.5	1,369	42,714	+12.3	645	13,057	17,081	+11.3	52,348					
Region X:																	
Louisiana	8,572	7,701	+141.8	+28.6	6,347	34,876	-19.7	871	840	27,078	+17.0	107,062					
New Mexico	4,159	3,673	+70.8	-27.9	876	12,788	-29.6	486	4,521	5,004	+50.4	28,212					
Texas	34,527	26,442	+13.5	+4.5	8,960	251,416	+9.3	8,065	80,690	67,519	+46.4	201,577					
Region XI:																	
Arizona	2,590	2,180	-5.4	-43.2	1,339	22,734	+26.0	401	6,455	6,911	+10.7	18,994					
Colorado	7,772	7,277	-1.4	+28.8	1,711	51,210	+28.5	495	859	14,073	-3.8	50,114					
Idaho	3,961	3,604	+73.4	-27.4	864	22,740	+8.0	357	3,942	7,772	+34.2	13,278					
Montana	2,281	1,932	+17.2	+60.9	980	13,681	+62.0	349	774	4,174	-6	16,750					
Utah	1,988	1,557	+55.4	-29.4	670	11,846	-4.9	431	90	6,691	+6	23,297					
Wyoming	1,375	1,019	+61.0	-5.9	258	5,563	-6.2	356	28	3,095	+15.0	5,050					
Region XII:																	
California	27,817	25,486	+4.4	+9.7	11,910	191,043	+1.0	2,331	12,694	114,394	+25.8	376,509					
Nevada	1,005	878	+7.3	-11.2	494	9,540	+15.3	127	178	2,531	-4.6	5,673					
Oregon	6,587	5,170	+13.8	-9.8	2,249	40,815	-5.1	1,417	19,622	21,312	+26.9	32,277					
Washington	6,150	5,151	+8.0	-17.9	2,198	67,814	+15.8	999	2,822	32,589	+18.5	90,323					
Territories:																	
Alaska	528	312	+4.7	+58.4	87	2,586	+58.2	216	26	1,002	-1.4	1,277					
Hawaii	934	511	+8	+41.9	189	4,918	+104.3	423	22	2,150	+6	8,793					

<sup>1</sup> January—February of 1939 and 1940 excluded for Florida, because private placement activity was largely suspended in January—February 1939.

<sup>2</sup> August—September of 1939 and 1940 excluded for South Dakota, because State agency suspended operations in August—September 1939.

<sup>3</sup> Increase of less than 0.1 percent.

ing of private placements because of the need for workers on public construction projects at Army camps.

Reflecting both general economic improvement and more intensive efforts by the public employment offices, 2.6 million jobs in private employment were filled in the first 10 months of 1940, a gain of 20 percent over the corresponding period of 1939. Higher volumes of placements were made in all but 10 States, and only 2 of these 10 showed substantial declines.

Contrary to the usual seasonal trend, public placements in October registered one of the sharpest gains on record as a result of large-scale placements on defense construction projects. More than 68,000 public placements were reported—44 percent above the September figure. The most pronounced gains were reported by Arkansas, where more than 12 times September placements were made, and by Florida, Mississippi, North Carolina, and Texas.

Supplementary placements increased 32 percent in October to 366,000, a new record for this type of placement and 78 percent higher than the 1939 peak reached in September of last year. These placements represent instances in which the employment offices are of material assistance in bringing worker and job together, but in which not all the steps of the placement process are handled through the public employment offices.

Applications for work increased 15 percent to 1.4 million during October. This rise was more than offset, however, by the increase in placements

and by the removal from the active files of the names of persons who failed to indicate that they were actively seeking work; as a result, the number of job seekers registered for work at the end of the month declined 6 percent from the number

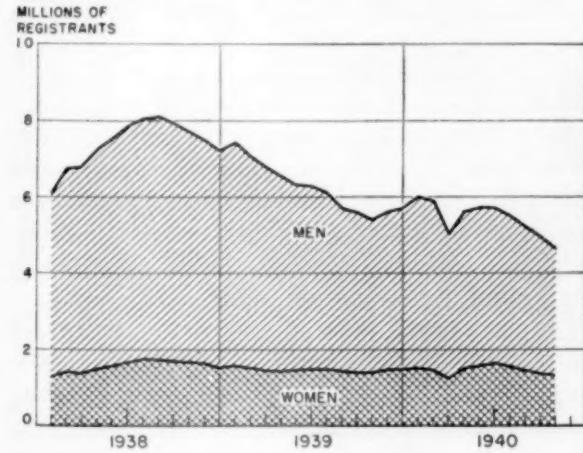
**Table 2.—Agricultural placements, by States, October 1940**

[Data reported by State agencies, corrected to Nov. 23, 1940]

Social Security Board region and State	Total	Complete placements		Supplemental placements	
		Number	Percent- age change from Sep- tember	Number	Percent- age change from Sep- tember
Total	388,482	42,973	+21.7	345,509	+33.6
Region I:					
Connecticut	382	382	+52.2	0	(1)
Maine	99	99	+11.2	0	(1)
Massachusetts	68	68	-29.2	0	(1)
New Hampshire	61	54	-26.0	7	(1)
Rhode Island	17	17	(1)	0	(1)
Vermont	229	229	+59.0	0	(1)
Region II:					
New York	950	949	+32.0	1	(1)
Region III:					
Delaware	17	9	(1)	8	(1)
New Jersey	333	333	+100.6	0	(1)
Pennsylvania	414	398	+43.2	16	(1)
Region IV:					
District of Columbia	21	21	(1)	0	(1)
Maryland	412	412	+59.1	0	(1)
North Carolina	5,582	200	-42.4	5,382	+121.0
Virginia	171	171	+51.3	0	(1)
West Virginia	170	136	+103.0	34	(1)
Region V:					
Kentucky	50	48	(1)	2	(1)
Michigan	993	981	+52.6	12	(1)
Ohio	1,421	1,371	+48.4	50	(1)
Region VI:					
Illinois	679	669	-24.8	10	(1)
Indiana	350	349	+2.3	1	(1)
Wisconsin	592	500	-26.0	32	(1)
Region VII:					
Alabama	65	62	-90.7	3	(1)
Florida	50	35	(1)	15	(1)
Georgia	1,227	1,199	+20.1	28	(1)
Mississippi	2,759	2,072	+120.2	687	(1)
South Carolina	723	592	+145.6	131	(1)
Tennessee	122,292	215	-5.3	122,077	+548.9
Region VIII:					
Iowa	1,109	1,058	+6.5	51	-1.9
Minnesota	1,762	1,601	-13.2	161	+15.8
Nebraska	1,257	1,222	+487.5	35	(1)
North Dakota	2,368	2,208	-54.0	160	-91.2
South Dakota	270	237	+2.2	33	(1)
Region IX:					
Arkansas	66,555	4,011	+204.1	62,544	+220.3
Kansas	677	652	+56.0	25	(1)
Missouri	18,101	1,943	+127.8	16,158	+218.8
Oklahoma	13,157	201	-87.7	12,956	+508.3
Region X:					
Louisiana	606	165	(1)	441	+42.2
New Mexico	7,413	2,943	+101.8	4,470	+267.6
Texas	79,511	286	+35.5	79,225	-52.9
Region XI:					
Arizona	7,102	781	-22.4	6,321	+100.2
Colorado	5,184	4,361	+2.5	823	-23.4
Idaho	6,016	2,223	+196.8	3,793	+353.7
Montana	1,492	874	+67.4	618	+57.2
Utah	441	394	+120.1	47	(1)
Wyoming	475	473	+170.3	2	(1)
Region XII:					
California	13,241	3,620	+27.6	9,621	-19.2
Nevada	117	97	+16.9	20	(1)
Oregon	18,789	529	+26.2	18,260	+12.8
Washington	2,701	1,454	+40.3	1,247	-72.2
Territories:					
Alaska	2	2	(1)	0	(1)
Hawaii	9	7	(1)	2	(1)

<sup>1</sup> Not computed, because less than 50 placements were made in either period.

**Chart II.—Active file of men and women registrants at public employment offices as of end of month, January 1938–October 1940**



as of September 30. Comparison with the number of job seekers registered at the end of June reveals declines in 45 States. Reductions ranging from 30 to 45 percent since June occurred in Maine, Massachusetts, Montana, New Hampshire, Oklahoma, Vermont, West Virginia, and

Wyoming. With the exception of Ohio, sizable declines were also noted in all important industrial States. Louisiana and Mississippi were the only States reporting substantial increases since June.

Of the total placements completed in October,

**Table 3.—Placement activities of public employment services for men and women, by States, October 1940**

[Data reported by State agencies, corrected to Nov. 26, 1940]

Social Security Board region and State	Men					Women					Active file as of Oct. 31, 1940	
	Complete placements			Public	Applications received	Complete placements			Public	Applications received		
	Total	Private	Regular (over 1 month)			Total	Private	Regular (over 1 month)				
Total	264,382	198,227	93,987	66,155	967,408	3,304,208	143,102	141,116	77,715	1,986	423,835	1,316,654
Region I:												
Connecticut	5,447	4,393	2,886	1,054	11,759	36,505	2,707	2,625	1,425	82	7,277	23,998
Maine	1,277	899	650	378	6,910	17,909	727	722	522	5	3,872	8,489
Massachusetts	3,354	2,737	2,072	617	21,728	75,846	2,515	2,498	1,735	17	16,091	57,764
New Hampshire	1,627	1,216	752	411	5,064	9,896	486	474	291	12	2,496	6,751
Rhode Island	678	622	482	56	5,904	17,802	667	656	483	11	3,803	14,599
Vermont	1,007	637	196	370	2,529	8,328	402	398	167	4	881	3,881
Region II:												
New York	18,116	16,511	8,444	1,605	107,538	316,464	19,941	19,783	9,405	158	58,412	160,974
Region III:												
Delaware	643	514	321	129	2,446	5,735	1,265	1,264	727	1	1,432	3,736
New Jersey	5,613	5,140	3,668	473	26,003	126,246	6,860	6,798	3,186	62	19,239	68,999
Pennsylvania	9,198	7,358	5,221	1,840	78,615	218,908	7,623	7,555	4,948	68	34,508	91,133
Region IV:												
District of Columbia	2,583	2,032	810	551	7,902	16,287	2,594	2,549	1,145	45	5,535	10,922
Maryland	3,834	3,115	1,787	719	12,163	34,692	1,446	1,428	687	18	5,655	18,628
North Carolina	9,862	8,466	1,425	6,396	24,435	55,213	2,932	2,898	1,913	34	7,217	22,761
Virginia	5,369	3,972	2,429	1,397	10,898	28,391	3,110	3,087	2,006	23	5,924	15,896
West Virginia	2,145	1,431	834	714	13,119	49,851	1,693	1,682	913	11	4,295	10,743
Region V:												
Kentucky	2,342	1,826	1,345	516	12,845	71,313	1,046	1,039	602	7	4,444	18,878
Michigan	10,116	8,697	4,907	1,419	35,743	161,778	4,378	4,321	2,855	57	15,379	44,805
Ohio	10,944	9,555	4,966	1,389	43,779	248,869	7,743	7,648	4,273	95	21,407	88,611
Region VI:												
Illinois	8,605	8,145	4,188	460	41,699	120,665	7,762	7,669	4,462	93	22,429	52,701
Indiana	6,534	6,230	3,945	304	26,765	98,975	4,530	4,472	2,950	58	12,030	38,109
Wisconsin	4,620	4,093	2,034	527	27,333	73,589	3,545	3,475	2,067	70	9,690	23,555
Region VII:												
Alabama	2,669	2,059	1,457	610	19,767	75,022	1,444	1,431	1,152	13	6,183	19,132
Florida	6,693	1,970	1,367	4,723	19,855	54,282	1,289	1,280	836	9	5,004	20,629
Georgia	6,699	4,764	1,326	1,035	16,016	102,089	2,410	2,378	1,648	32	7,945	44,629
Mississippi	7,286	2,710	1,525	4,576	17,453	53,216	1,419	1,364	854	55	4,693	14,332
South Carolina	3,013	1,971	682	1,042	7,109	29,351	996	968	734	28	3,794	10,548
Tennessee	4,174	3,030	1,835	1,144	13,371	72,971	2,605	2,582	1,797	23	5,434	32,211
Region VIII:												
Iowa	5,451	3,429	1,147	2,022	15,439	49,536	2,595	2,475	995	120	5,807	15,940
Minnesota	4,818	3,881	1,635	937	18,061	77,176	2,925	2,901	1,660	24	7,652	25,747
Nebraska	3,596	2,320	476	1,276	7,030	30,284	939	913	488	26	2,336	7,629
North Dakota	3,409	3,026	518	383	4,458	17,003	1,047	1,022	468	25	1,513	5,449
South Dakota	1,464	841	273	623	3,034	15,517	538	530	229	8	999	5,096
Region IX:												
Arkansas	10,044	4,078	720	5,966	13,964	29,731	2,294	2,277	801	17	2,700	8,427
Kansas	3,721	2,873	681	848	11,913	41,225	1,608	1,593	775	15	4,114	11,143
Missouri	6,523	5,144	2,684	1,379	29,351	98,391	3,765	3,728	2,324	37	15,567	43,027
Oklahoma	2,149	1,510	543	639	12,266	42,683	1,763	1,763	826	6	4,815	9,665
Region X:												
Louisiana	6,558	5,713	4,950	845	21,800	86,760	2,014	1,988	1,397	26	5,278	20,302
New Mexico	3,469	2,990	513	479	3,993	23,804	690	683	363	7	1,011	4,408
Texas	24,533	16,574	4,693	7,979	51,910	152,724	9,974	9,868	4,267	106	15,609	48,853
Region XI:												
Arizona	1,640	1,307	851	333	5,242	14,585	950	882	488	68	1,669	4,409
Colorado	6,023	5,558	813	465	9,958	36,879	1,749	1,719	898	30	4,115	13,235
Idaho	3,275	2,927	453	348	6,425	11,014	686	677	411	9	1,347	2,264
Montana	1,910	1,581	757	329	3,343	13,540	371	351	223	20	831	3,210
Utah	1,483	1,057	450	426	4,778	18,296	505	500	220	5	1,913	5,001
Wyoming	1,180	825	183	355	2,510	3,710	195	194	75	1	585	1,340
Region XII:												
California	17,752	15,587	6,587	2,165	76,607	252,005	10,065	9,809	5,323	166	37,787	124,504
Nevada	766	643	370	123	1,917	4,270	239	235	114	4	614	1,403
Oregon	4,674	3,315	1,607	1,359	16,426	24,955	1,913	1,855	642	58	4,886	7,322
Washington	4,246	3,355	1,329	891	25,783	70,962	1,904	1,796	869	108	6,806	19,361
Territories:												
Alaska	471	258	67	213	912	1,069	57	54	20	3	90	178
Hawaii	759	342	133	417	1,520	6,866	175	169	56	6	630	1,927

264,000 jobs were filled by men and 143,000 by women (table 3). Placements of men in private employment totaled 198,000, an increase of 20 percent over September and 8 percent over October 1939. Private placements of women totaled 141,000, practically the same as in September but a 13-percent gain over a year ago. Partly because of the relatively large number of agricultural placements made during the month, the proportion of male placements in jobs expected to last less than a month was greater than that for women. Approximately 53 percent of male placements were in jobs with duration of less than 1 month, in contrast to only 45 percent of placements of women. Of the 68,000 placements in public and governmental work, 97 percent were filled by men. Although placements of men accounted for 54 percent of the total number of jobs in private employment filled in the first 10 months of 1940, placements of women showed a greater gain over the corresponding period of 1939.

The number of applications filed by men and women increased 17 and 12 percent, respectively, over September. Male registrants in the active file declined 6 percent to 3.3 million, the lowest volume since January 1935, when data on a Nation-wide basis were first available. Women registrants also declined 6 percent to 1.3 million, the lowest point since January 1938.

### Employment Changes

Employment fluctuations in a number of industries contributed to variations in claim receipts, according to special reports from State agencies. Maine reported slackening employment in the shoe and canning industries, somewhat offset by improvement in the textile industry largely because of defense orders. In New Hampshire employment in manufacturing men's shoes increased because of national defense orders, but women's shoe manufacturing showed a decline; seasonal curtailment occurred in logging operations and employment increased in connection with the defense program in textiles and construction. New York reported employment gains in defense industries, particularly those making airplanes, electrical products, nonferrous metals, sheet metal and hardware, shipbuilding and instruments and appliances, and in textiles; usual seasonal slumps, however, were reported in the fur, clothing, millinery, and canning industries, and in the summer-

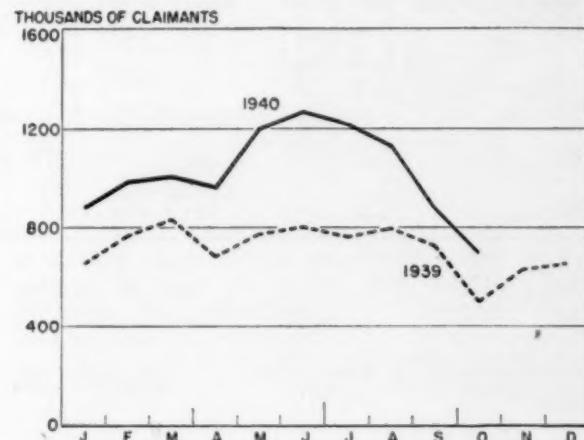
resort areas; the paper and pulp industry showed a sharp decline attributable to water shortage in certain areas.

In New Jersey lay-offs occurred in the textile, clothing, cigar-making, and canning industries. Illinois reported reduced employment in clothing, radios, and railroad equipment, although employment was expanding in the rubber-goods industry. In Minnesota increased claim receipts reflected seasonal declines in iron-ore mining, contract construction, and the service industries. Maryland reported some unemployment in steel manufacture and seasonal curtailment in the manufacture of hats and clothing. Alabama reported employment gains in the textile and lumber industries, although cottonseed and peanut-oil production experienced a contraseasonal decline. In Louisiana the decrease in claim receipts was partly attributable to increased employment arising from defense activities. Wyoming reported seasonal lay-offs in the tourist, lumber, construction, and coal-mining industries.

### Insurance Activities

*Claims received.*—Although the total number of claims declined, waiting-period claims increased for the first time in 3 months. Decreases in continued claims in local offices were reported in 31 States, with the sharpest declines—57 and 40 percent, respectively—occurring in Alaska and Michigan (table 4). Decreases ranged from 20 to 35 percent in Arkansas, Georgia, Louisiana, and Mississippi. Of the 20 States reporting increases,

Chart III.—Average weekly number of claimants drawing benefits, by months, January 1939–October 1940<sup>1</sup>



<sup>1</sup>Benefits not payable in Illinois and Montana until July 1939.

Table 4.—Continued claims received, weeks compensated, and benefits paid, by States, October 1940

[Data reported by State agencies, corrected to Nov. 20, 1940]

Social Security Board region and State	Continued claims <sup>1</sup>			Weeks compensated						Benefits paid						
	Total number	Percentage change from September	Compensable	Number	Percentage change from September	Type of unemployment			Amount <sup>2</sup>	Percentage change from September	Type of unemployment			Total	Partial and part-total combined <sup>3</sup>	Partial only <sup>3</sup>
						Total	Partial and part-total combined <sup>3</sup>	Partial only <sup>3</sup>			Total	Partial and part-total combined <sup>3</sup>	Partial only <sup>3</sup>			
Total	4,005,716	-5.9	3,200,181	3,175,103	-12.0	2,815,311	359,792	-----	\$32,230,658	-11.9	\$29,922,296	\$2,285,839	-----	-----	-----	-----
Region I:																
Connecticut	36,343	-13.7	27,701	25,762	-24.3	22,926	2,836	(4)	240,656	-23.4	224,693	15,614	(4)			
Maine	40,022	+12.7	33,310	32,437	+8.6	25,480	6,957	6,254	213,647	+8.4	175,840	37,807	\$33,791			
Massachusetts	247,238	-11.5	207,515	199,818	-18.3	183,224	16,594	1,317	1,976,416	-20.6	1,879,975	95,341	9,015			
New Hampshire	28,592	+28.1	17,104	16,452	+33.6	10,882	5,570	(4)	120,377	+28.9	92,315	28,062	(4)			
Rhode Island	44,726	-11.9	35,277	35,277	-14.0	28,311	6,966	(4)	352,123	-13.1	317,851	34,272	(4)			
Vermont	7,601	-5.5	5,544	5,329	-6.5	4,780	549	457	43,147	-4.8	40,350	2,757	2,161			
Region II:																
New York	663,890	-2.0	532,861	538,958	-9.8	538,958	(4)	(4)	6,242,206	-8.8	6,242,206	(4)	(4)			
Region III:																
Delaware	7,477	+8.0	6,621	6,582	+6.6	3,880	2,702	2,606	46,664	+1.4	35,212	11,389	10,800			
New Jersey	133,096	-3	92,160	89,898	-6.9	89,898	(4)	(4)	874,404	-8.6	874,404	(4)	(4)			
Pennsylvania	344,682	-1.9	249,387	249,405	-8.4	249,405	(4)	(4)	2,726,744	-6.8	2,726,744	(4)	(4)			
Region IV:																
District of Columbia	21,053	+11.6	17,477	16,963	+1.2	15,857	1,106	(4)	194,817	+5.5	182,107	11,933	(4)			
Maryland	53,147	-8.4	47,347	44,700	-9.7	37,137	7,563	7,277	390,250	-10.0	347,737	42,452	40,543			
North Carolina	83,104	-18.8	68,425	71,271	-19.9	66,367	4,904	4,249	340,723	-17.9	326,995	13,530	10,842			
Virginia	53,214	-8.9	47,185	46,309	-13.5	37,250	9,059	7,665	349,647	-13.0	304,315	45,076	36,382			
West Virginia	42,447	-4.4	34,005	33,744	-5.8	31,290	1,454	(4)	282,860	-2.8	267,478	15,382	(4)			
Region V:																
Kentucky	32,515	-4.3	22,799	46,872	-4.4	37,300	9,572	(4)	357,382	-6.2	310,910	43,234	(4)			
Michigan	133,196	-39.8	112,393	116,285	-52.4	105,644	10,641	(4)	1,337,843	-55.9	1,274,967	62,876	(4)			
Ohio	202,149	-4.2	147,491	143,576	-13.6	114,114	* 29,462	(4)	1,261,226	-16.1	1,130,099	131,127	(4)			
Region VI:																
Illinois	277,048	-4.7	243,638	242,122	-6.2	154,736	87,386	67,546	2,616,144	-6.2	1,995,253	614,451	443,019			
Indiana	67,525	-12.1	52,226	52,141	-15.4	40,744	11,397	(4)	504,300	-14.4	444,957	59,177	(4)			
Wisconsin	33,332	-12.6	21,620	22,163	-21.1	18,840	3,323	1,932	218,961	-32.0	197,768	21,193	11,201			
Region VII:																
Alabama	70,284	-13.9	56,634	57,989	-12.4	55,072	2,917	1,636	399,814	-10.0	354,895	14,427	7,513			
Florida	80,905	-14.9	70,823	71,543	-16.2	62,533	9,010	(4)	694,641	-16.8	623,422	71,219	(4)			
Georgia	57,838	-26.2	46,319	47,116	-23.9	43,651	3,465	2,377	309,651	-23.2	296,722	12,929	8,942			
Mississippi	28,102	-32.1	23,940	25,939	-20.2	24,473	1,466	25	157,315	-17.1	150,113	7,126	1,156			
South Carolina	35,735	-18.4	30,009	31,885	-13.4	27,160	4,725	2,050	208,692	-12.5	186,996	21,540	8,463			
Tennessee	83,741	-4.9	72,013	62,015	-12.0	55,450	6,565	2,506	449,703	-11.5	419,213	30,490	10,973			
Region VIII:																
Iowa	32,017	-9.2	21,520	21,532	-18.6	18,136	3,396	865	194,006	-19.1	175,675	18,179	3,757			
Minnesota	60,079	+8.2	49,386	48,367	+6.5	43,753	4,614	(4)	474,211	+6.4	439,404	34,807	(4)			
Nebraska	14,550	+5.5	12,018	11,773	-7	10,682	1,091	451	103,632	-2.3	95,788	7,844	2,990			
North Dakota	3,361	+3.8	2,675	2,387	-6.5	2,136	251	90	21,421	-5.4	19,620	1,801	625			
South Dakota	3,119	-4.5	2,314	2,314	-10.9	2,027	287	(4)	16,656	-7.6	14,661	1,979	(4)			
Region IX:																
Arkansas	34,641	-21.8	27,846	27,846	-24.9	25,320	2,526	219	170,202	-22.7	160,205	9,995	1,032			
Kansas	23,128	+10.3	13,611	13,420	+3.7	11,589	1,831	839	124,497	+5.2	112,256	12,241	5,072			
Missouri	105,607	+12.8	62,706	57,740	-11.0	43,483	14,257	10,063	449,783	-17.1	386,172	63,534	41,920			
Oklahoma	35,936	+2.5	26,582	26,193	-4.9	22,597	3,596	410	250,269	-3.0	226,828	23,441	1,690			
Region X:																
Louisiana	77,141	-20.8	64,554	65,290	-18.8	60,241	5,049	(4)	567,998	-15.9	531,276	30,120	(4)			
New Mexico	13,105	-3.0	11,217	10,582	-9.5	9,472	1,110	684	98,806	-7.2	89,129	7,677	4,319			
Texas	129,289	-6.9	113,761	85,992	-11.2	73,463	12,529	(4)	694,389	-8.7	628,283	65,898	(4)			
Region XI:																
Arizona	12,719	+4.7	9,334	9,233	-2.0	8,540	713	52	98,896	-3.0	93,464	5,432	285			
Colorado	26,949	+5.4	22,863	22,309	-4.6	19,117	3,192	2,190	218,593	-6.4	193,782	24,737	16,865			
Idaho	9,843	+22.5	7,437	7,042	-2.0	6,663	379	(4)	72,701	-1	69,660	3,013	(4)			
Montana	17,194	+14.4	13,302	12,381	+5.8	12,381	(4)	(4)	135,463	+5.3	135,463	(4)	(4)			
Utah	16,661	-3.3	14,081	14,026	-1.9	12,810	1,216	90	142,966	-3.8	135,115	7,851	446			
Wyoming	4,780	+2.2	3,496	3,507	-8.3	2,905	602	289	41,929	-7.2	37,054	4,875	1,834			
Region XII:																
California	391,776	+9.9	333,703	338,750	+7.4	291,414	47,336	30,224	4,727,828	+7.1	4,284,012	436,093	270,599			
Nevada	6,851	+20.5	5,556	4,907	+13.4	4,524	383	229	63,470	+13.9	59,945	3,525	2,032			
Oregon	23,494	+16.5	17,964	16,999	+12.3	13,833	3,166	2,350	194,153	+11.7	171,168	22,756	16,010			
Washington	47,142	+24.0	37,551	36,873	+12.9	31,281	5,592	(4)	450,674	+13.2	402,698	47,976	(4)			
Territories:																
Alaska	2,185	-57.1	1,534	1,359	-59.6	1,294	65	0	18,974	-57.9	18,471	503	0			
Hawaii	5,024	+68.1	3,346	2,710	+63.0	2,288	422	407	20,788	+41.4	18,630	2,158	2,055			

<sup>1</sup> Waiting-period claims are represented by difference between total number and number of compensable claims.

<sup>2</sup> Benefits for partial and part-total unemployment are not provided by State law in Montana, New Jersey, New York, and Pennsylvania. In Massachusetts and Mississippi, provision for these payments became effective Oct. 1, 1940. Mississippi, however, provided for benefits for part-total unemployment prior to that date.

<sup>3</sup> Includes supplemental payments, not classified by type of unemployment.

<sup>4</sup> Data for partial unemployment included with data for part-total unemployment.

<sup>1</sup> Payments for part-total and partial unemployment are made for benefit periods of 1 quarter. Number of weeks represented by each such payment is determined by dividing payment by claimant's benefit rate for total unemployment.

<sup>2</sup> Excludes 4 payments amounting to \$69 arising from recalculations of weekly benefit amounts and 15 payments for 33 weeks amounting to \$413 for payment of miners' claims resulting from labor dispute in 1939.

Table 5.—Continued claims received for all types of unemployment,<sup>1</sup> by States, for weeks ended in October 1940

[Data reported by State agencies, corrected to Nov. 20, 1940]

[In thousands]

Social Security Board region and State	Weekly average		Number for week ended—			
	Number	Per-cent- age change from Sep- tember	Oct. 5	Oct. 12	Oct. 19	Oct. 26
Type of unemployment:						
All types	876.2	-13.7	887.9	863.5	885.8	867.6
Total only	769.7	-14.7	781.6	764.2	774.7	758.3
All types						
Region I:						
Connecticut	7.9	-21.4	7.9	7.9	8.1	7.7
Maine	9.0	+6.6	8.7	8.2	9.0	10.1
Massachusetts <sup>2</sup>	50.7	-17.4	50.7	48.8	51.1	52.3
New Hampshire	6.4	+21.6	5.8	5.4	7.5	6.8
Rhode Island	10.3	-15.0	12.5	9.5	10.4	8.6
Vermont	1.7	-10.2	1.6	1.7	1.7	1.7
Region II:						
New York <sup>2</sup>	144.5	-10.6	140.9	150.3	143.4	143.4
Region III:						
Delaware	1.4	-13.0	1.5	1.6	1.4	1.3
New Jersey <sup>2</sup>	29.0	-8.3	28.9	28.7	28.3	29.9
Pennsylvania <sup>2</sup>	77.3	-7.2	73.7	87.8	72.7	74.8
Region IV:						
District of Columbia	4.6	+1.0	4.4	4.5	4.6	4.8
Maryland	11.7	-14.6	12.0	11.5	11.6	11.9
North Carolina	18.6	-24.4	20.1	18.7	19.6	16.0
Virginia	11.7	-17.7	13.7	10.3	12.0	10.7
West Virginia	9.4	-10.6	10.0	9.7	9.1	8.9
Region V:						
Kentucky	7.0	-14.2	5.9	7.6	7.0	7.6
Michigan	30.3	-42.7	35.2	29.5	29.8	26.8
Ohio	44.4	-14.1	45.7	37.6	51.1	43.1
Region VI:						
Illinois	60.6	-13.1	63.4	55.5	62.9	60.7
Indiana	15.1	-18.8	15.8	14.1	15.1	15.2
Wisconsin	7.2	-20.7	7.1	6.8	7.3	7.5
Region VII:						
Alabama	15.9	-19.5	16.5	13.9	17.3	15.7
Florida	18.2	-20.1	21.6	18.5	18.1	14.8
Georgia	12.9	-32.3	14.1	11.7	13.5	12.1
Mississippi <sup>2</sup>	6.5	-34.0	7.8	6.7	6.0	5.6
South Carolina	7.8	-26.6	8.4	7.6	7.0	8.2
Tennessee	18.0	-14.9	19.6	18.2	17.2	17.2
Region VIII:						
Iowa	7.0	-17.8	7.0	7.2	7.0	6.9
Minnesota	12.8	-4.6	12.5	13.0	12.9	12.8
Nebraska	3.2	-4.2	3.2	3.1	3.5	3.0
North Dakota	.7	-5.1	.7	.7	.8	.8
South Dakota	.7	-11.4	.7	.7	.7	.7
Region IX:						
Arkansas	8.0	-23.6	8.6	8.4	7.3	7.6
Kansas	5.0	-1.4	4.6	5.0	4.9	5.4
Missouri	21.9	-6.2	19.8	22.3	22.5	23.0
Oklahoma	7.9	-5.4	7.9	8.2	7.8	7.8
Region X:						
Louisiana	17.3	-27.3	18.5	15.5	17.7	17.4
New Mexico	3.0	-8.8	3.1	2.6	3.3	2.8
Texas	28.7	-13.4	29.6	29.1	28.2	27.9
Region XI:						
Arizona	2.8	-5.7	2.8	2.5	3.0	2.8
Colorado	5.7	-8.2	5.6	4.6	6.3	6.4
Idaho	2.1	-3.5	2.0	2.1	2.2	2.1
Montana <sup>2</sup>	3.7	+3.5	3.6	3.3	4.2	4.0
Utah	3.7	-10.4	3.9	3.5	3.8	3.4
Wyoming	1.1	-5.1	1.0	1.0	1.1	1.2
Region XII:						
California	84.7	-2	82.9	82.2	85.8	87.9
Nevada	1.5	+9.1	1.4	1.5	1.5	1.7
Oregon	5.0	+4.7	4.6	4.3	5.7	5.6
Washington	10.0	+7.7	9.0	8.4	11.4	11.2
Territories:						
Alaska	.5	-58.6	.4	.5	.5	.7
Hawaii	1.1	+66.0	1.0	1.5	.9	1.1

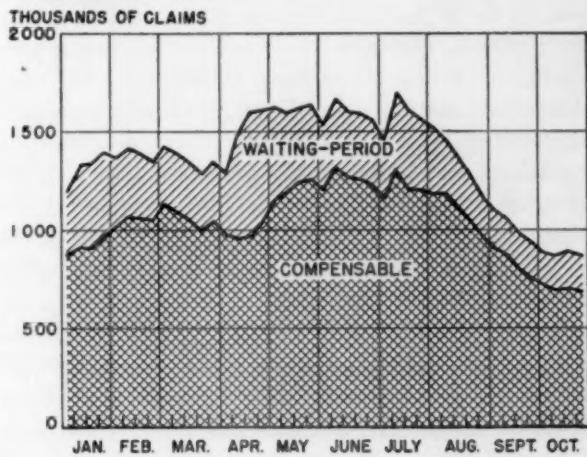
<sup>1</sup> Represents claims for total, part-total, and partial unemployment.

<sup>2</sup> See table 4, footnote 2.

9 showed rises of less than 10 percent. The States with increased receipts were concentrated in the Great Plains, Rocky Mountain, and Pacific Coast areas; only 4 States east of the Mississippi reported more continued claims than in September.

The weekly average number of continued claims received in October declined 14 percent from September to 876,000 (table 5), the first time this year that the weekly average has dropped below 1 million. Practically every leading industrial State showed a decline in excess of 10 percent. The decline during the current month represents the fifth successive decrease from the high level of average weekly claim receipts in May, emphasizing the steady improvement in employment conditions throughout the country over that period. To some extent the decline also reflects exhaustion of benefit rights by many claimants. Weekly continued claim receipts declined successively from 979,000 and 930,000 in the last 2 weeks of September to a low of 864,000 in the week ended October 12. Receipts in the last 2 weeks of the month were slightly higher than for the week ended October 12. Substantial declines in the trend of receipts from the week ended September 21 to the week ended October 26 were noted in many jurisdictions, particularly in the leading industrial States. Major reductions from September 21 to October 26 occurred in Michigan and Mississippi; sizable declines were also shown in Georgia and North Carolina. Despite the con-

Chart IV.—Number of waiting-period and compensable continued claims received, for weeks ended in January—October 1940



tinuous decrease for the country as a whole, opposite trends were reported by 15 States.

Since the bulk of all claims filed are for total unemployment, there was little variation in the trend of continued claims for total unemployment as compared with claims for all unemployment. The weekly average of receipts in October totaled 770,000, 15 percent less than in September. From the week ended September 21, when 863,000 workers filed claims for total unemployment, there was an almost continuous decline through the last week of October, when only 758,000 claims for total unemployment were received. Claim receipts for partial and part-total unemployment remained at practically the same level throughout the period.

*Benefit payments.*—Although disbursements declined to \$32.2 million in October (table 4), the lowest level this year, they were \$5.5 million higher than in the corresponding month of 1939. The increase from a year ago is attributable in part to the liberalization of benefit payments in several States and also to the higher base-period earnings of many claimants. Of the 39 States reporting smaller disbursements than in September, declines in excess of 50 percent were shown by Alaska and Michigan. In Alaska, the decrease was attributable to exhaustion of benefit rights and to termination of eligibility of unemployed seasonal workers with the close of the season in salmon canning and other industries. In Michigan, the decrease of 56 percent resulted chiefly from the continuing expansion of production in the automobile industry. Reductions, ranging from 20 to 35 percent, also occurred in Arkansas, Connecticut, Georgia, Massachusetts, and Wisconsin. The sharp increases in Hawaii and New Hampshire, on the other hand, were attributable, respectively, to curtailed activity in cannery operations and to seasonal unemployment in shoe manufacturing, logging operations, and summer-resort activities. October benefit disbursements in Michigan represented the lowest monthly amount since the initiation of benefit payments, and, exclusive of the first month of benefit operations, monthly disbursements were also the lowest on record in Arizona, Illinois, and Wyoming. In addition, 23 other States issued smaller volumes of benefit payments than in any other month of the current year.

Benefits paid to unemployed workers thus far

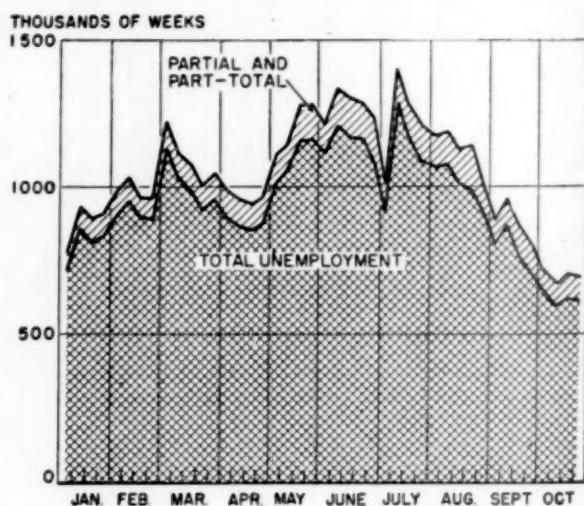
this year amounted to nearly \$460 million. For all States but Illinois and Montana, which began benefit payments in July 1939, this amount represented an increase of 17 percent over that disbursed in the corresponding period of 1939, despite the fact that benefits were paid to railroad workers up to July of that year.

For corresponding 10-month periods, increased disbursements were reported by 35 States. The sharpest expansion occurred in Florida, where payments doubled those in 1939. Increases ranging between 55 and 76 percent were reported by Alaska, Arkansas, California, Massachusetts, Mississippi, New Hampshire, Vermont, and Washington, the majority of which enacted liberalizing amendments to their State laws. Of the 14 States reporting decreases, the major reductions, ranging from 18 to 26 percent, occurred in Iowa, Michigan, and Pennsylvania. Increasing industrial activity in connection with the national defense program has been a vital factor in declines in the latter 2 States.

Disbursements to unemployed workers since benefits were first payable totaled \$1.3 billion. Of this amount, \$2 million was paid prior to 1938 (Wisconsin only), \$396 million in 1938, and \$430 million in 1939.

*Weeks compensated.*—Approximately 3.2 million weeks of unemployment were compensated during the month, a decline of 12 percent from September (table 4). Changes in the number of weeks compensated closely paralleled changes in

Chart V.—Number of weeks compensated, by type of unemployment, for weeks ended January–October 1940



the amount of benefits paid. Weeks of total unemployment compensated aggregated 2.8 million in October in contrast to 5 million in July, the high for the year. Approximately 89 percent of all weeks of unemployment compensated were for total unemployment, a slightly lower proportion than in the preceding month.

Weeks of partial and part-total unemployment compensated numbered 360,000, a decrease of 8 percent from September, based upon the 45 States reporting comparable data in both months. Provisions in State laws for the issuance of such payments became effective in October in Massachusetts and Mississippi, although the latter State had been paying part-total benefits prior to October. The sharpest decline occurred in Michigan as more automobile workers returned to full-time employment. In Hawaii and West Virginia, on the other hand, weeks of partial and part-total unemployment expanded to more than 4 times and 3 times the September volumes, respectively. The expansion in Hawaii was attributable to curtailment of cannery operations and in West Virginia to the computation of such benefits on a quarterly basis. More than two-fifths of all weeks of unemployment compensated in Delaware and more than one-third of such weeks in Illinois and New Hampshire were for partial and part-total unemployment. In Indiana, Kentucky, Maine, Missouri, and Ohio, at least one-fifth of all weeks of unemployment compensated were for partial and part-total unemployment.

*Average number of claimants.*—The average number of claimants receiving benefits during October reached a new low for the year of less than 700,000 (table 6), as recipients declined for the fourth successive month. The decline of 20 percent from September was almost as large as the previous month's decrease, which was the sharpest in 1940. Of the 48 States reporting fewer claimants than in September, Alaska and Michigan had declines of 61 and 58 percent, respectively, and Georgia, Massachusetts, and Wisconsin showed reductions of 31 percent. Every industrial State reported decreases, practically all of them in excess of 15 percent. In 33 States, moreover, the average number of benefit recipients was the lowest this year. Two States—Idaho and Wyoming—each reported about 80 percent fewer claimants in October than in their high months of this year, and decreases of more than

70 percent from monthly highs were registered in Alaska, Michigan, Montana, North Dakota,

Table 6.—*Average number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by States, October 1940*

[Data reported by State agencies, corrected to Nov. 20, 1940]

Social Security Board region and State	Average number of claimants receiving benefits <sup>1</sup>		Claimants receiving first payments		Number of claimants exhausting benefit rights
	Number	Percent- age change from Septem- ber	Number	Percent- age change from Septem- ber	
	Total	20.2	240,859	6.7	186,555
Region I:					
Connecticut	5,950	-28.4	2,675	-16.1	2,250
Maine	7,013	-2.2	2,370	+17.6	1,238
Massachusetts	43,307	-31.1	10,283	-25.4	11,436
New Hampshire	3,354	+11.3	1,730	+75.4	846
Rhode Island	8,032	-18.0	2,440	-17.5	2,571
Vermont	1,206	-10.3	513	-16.2	327
Region II:					
New York	119,055	-16.1	41,776	+5.1	40,745
Region III:					
Delaware	1,255	-15.2	730	+20.1	480
New Jersey	10,943	-15.5	9,458	+8.5	6,701
Pennsylvania	53,576	-18.6	25,823	-11.3	18,493
Region IV:					
District of Columbia	3,714	-6.8	1,475	-5.6	238
Maryland	9,686	-21.6	2,727	-26.9	2,646
North Carolina	16,034	-24.2	5,665	-7.6	1,810
Virginia	10,368	-19.7	3,656	+1.1	2,558
West Virginia	7,128	-15.1	2,175	-12.2	2,425
Region V:					
Kentucky	10,297	-10.0	3,131	-20.1	1,601
Michigan	25,080	-57.0	9,361	-39.3	5,717
Ohio	43,390	-19.9	9,832	-4.3	10,789
Region VI:					
Illinois	52,982	-14.6	16,210	-5.7	11,223
Indiana	11,601	-22.5	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Wisconsin	4,746	-31.1	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Region VII:					
Alabama	12,882	-18.9	3,242	-17.0	2,337
Florida	16,823	-17.3	2,904	-28.9	5,924
Georgia	10,412	-30.7	3,854	-34.9	3,837
Mississippi	6,058	-21.5	2,169	-26.1	1,873
South Carolina	6,746	-23.9	2,661	-25.2	1,151
Tennessee	13,578	-22.0	4,173	-4.6	2,805
Region VIII:					
Iowa	4,782	-23.1	2,172	-15.4	1,157
Minnesota	10,446	-8.8	3,755	+24.1	2,749
Nebraska	2,592	-7.2	939	+16.8	602
North Dakota	518	-14.8	212	+30.1	162
South Dakota	514	-17.8	171	+6	171
Region IX:					
Arkansas	6,450	-25.9	2,173	-15.2	1,693
Kansas	2,887	-7.8	1,753	+7.7	959
Missouri	12,927	-16.0	8,119	-8.9	3,862
Oklahoma	5,805	-10.7	3,136	+4.9	2,208
Region X:					
Louisiana	14,693	-25.5	4,743	-25.6	4,672
New Mexico	2,448	-10.0	772	+2.2	574
Texas	19,483	-16.1	8,408	-1.8	5,787
Region XI:					
Arizona	2,023	-11.3	1,101	+27.7	588
Colorado	4,925	-11.7	1,637	+22.8	1,132
Idaho	1,534	-14.5	539	+19.8	452
Montana	2,607	-6.0	1,155	+46.4	1,489
Utah	3,085	-11.0	1,006	-7.1	1,003
Wyoming	744	-20.4	416	+48.0	192
Region XII:					
California	73,216	-7.1	21,425	+13.0	12,374
Nevada	1,108	+5.0	520	+63.5	231
Oregon	3,659	-8.3	1,645	+20.0	1,329
Washington	7,900	-3.3	3,389	+37.4	1,832
Territories:					
Alaska	328	-61.0	121	-30.0	46
Hawaii	604	+50.2	450	+132.0	194

<sup>1</sup> Represents average number of weeks of unemployment compensated during weeks ended within month.

<sup>2</sup> Excludes Indiana and Wisconsin.

<sup>3</sup> Represents claimants exhausting benefit rights under uniform-duration provisions of State law.

<sup>4</sup> Excludes miners receiving benefits resulting from a labor dispute in 1939.

<sup>5</sup> Data not comparable.

Oregon, and Rhode Island. In 24 other States, the average number of benefit recipients in October was between 50 and 70 percent less than in the high month of the year. The only jurisdictions reporting increases in the number of claimants receiving benefits in October were Hawaii, Nevada, and New Hampshire.

*First payments.*—The number of claimants receiving first payments, exclusive of Indiana and Wisconsin, declined 7 percent in October to 241,000, a new low for the year. The decline to a large extent reflects the seasonal increase in employment as well as the fact that workers are less apt to initiate benefit years in the latter part of the year. Declines in the number of first payments were reported in 26 of the 49 States for which data were available. States reporting declines were concentrated largely in the Great Lakes, South Atlantic, and Gulf States areas. The sharpest decrease of 39 percent was shown in Michigan; practically all other leading industrial States showed reductions. On the other hand, seasonal curtailment in canning and other industries resulted in increases in first payments in the Great Plains, Rocky Mountain, and Pacific Coast areas. October first payments in Hawaii more than doubled the September volume, and increases from 45 to 75 percent were reported in Montana, Nevada, New Hampshire, and Wyoming. Increases were less than 10 percent, however, in 7 of the remaining States.

*Benefit exhaustions.*—The number of claimants exhausting benefits in October totaled 187,000, a decline of 11 percent from September and the lowest number this year. Since most claimants drawing benefits during the year initiated their benefits series in January, April, or July, the great bulk of exhaustions occurred prior to October. The 96-percent reduction in Alaska followed an exceptionally high exhaustion rate in the preceding month. Reductions ranged between 30 and 55 percent in Iowa, Massachusetts, North Dakota, Rhode Island, and Wyoming, and lesser declines were reported by 25 other States. Pronounced increases in the number of exhaustions, however, were reported by Hawaii and Utah. The increase in Hawaii was largely attributable to exhaustions of benefit rights of workers in the canning industry, and in Utah to the expiration of 8-week minimum or longer duration periods of many claimants following the initiation of the uniform benefit year

in July. Notable increases in exhaustions were also reported in Florida, New Mexico, and Ohio. Based on comparable data for 49 States, the

**Table 7.—Number of weeks of unemployment compensated and amount of benefits on interstate claims<sup>1</sup> received as liable and as agent State, by States, October 1940**

[Data reported by State agencies, corrected to Nov. 27, 1940]

Social Security Board region and State	Number of weeks of unemployment compensated on interstate claims received as—		Amount of benefits on interstate claims received as—	
	Liable State	Agent State	Liable State	Agent State
Total	167,897	167,897	\$1,911,699	\$1,911,699
Region I:				
Connecticut	1,978	2,124	21,374	23,387
Maine	1,018	1,143	7,777	13,392
Massachusetts	5,867	5,314	64,875	57,164
New Hampshire	1,513	1,088	14,193	10,999
Rhode Island	1,512	2,054	17,508	22,420
Vermont	372	501	3,422	5,591
Region II:				
New York	17,986	9,954	217,662	117,098
Region III:				
Delaware	400	416	4,384	4,343
New Jersey	2,977	5,799	31,361	69,740
Pennsylvania	5,814	7,220	66,782	80,209
Region IV:				
District of Columbia	1,980	1,735	25,357	17,449
Maryland	2,000	2,104	20,799	22,157
North Carolina	3,628	2,188	21,256	21,418
Virginia	2,577	3,217	25,606	29,106
West Virginia	3,004	1,798	26,320	20,298
Region V:				
Kentucky	1,696	2,965	13,875	31,399
Michigan	4,948	4,742	62,625	52,855
Ohio	5,032	4,867	54,437	55,645
Region VI:				
Illinois	11,436	7,160	152,589	80,133
Indiana	2,629	3,417	30,739	40,301
Wisconsin	496	1,803	5,610	23,876
Region VII:				
Alabama	3,729	3,300	28,848	30,407
Florida	4,802	6,392	54,766	69,463
Georgia	3,259	3,479	26,196	32,102
Mississippi	1,609	1,852	13,287	17,416
South Carolina	1,250	1,920	10,130	14,404
Tennessee	3,646	3,955	32,063	38,452
Region VIII:				
Iowa	1,336	2,109	14,264	26,145
Minnesota	1,638	2,255	17,608	28,236
Nebraska	1,480	1,071	14,461	13,006
North Dakota	380	516	3,840	6,576
South Dakota	293	508	2,774	6,021
Region IX:				
Arkansas	2,884	3,672	23,538	42,049
Kansas	1,981	2,808	20,106	32,919
Missouri	3,173	5,714	30,475	67,339
Oklahoma	3,323	5,729	34,764	70,588
Region X:				
Louisiana	3,749	2,979	43,500	29,991
New Mexico	2,374	1,397	25,734	16,359
Texas	5,618	7,746	55,051	94,627
Region XI:				
Arizona	2,499	1,646	28,342	20,980
Colorado	2,871	2,804	29,839	35,135
Idaho	1,210	1,482	14,267	19,058
Montana	2,103	1,032	24,302	13,235
Utah	1,658	1,532	17,940	21,609
Wyoming	960	436	12,991	5,065
Region XII:				
California	24,354	18,204	356,467	205,335
Nevada	938	1,407	12,630	19,434
Oregon	1,498	4,278	18,450	57,917
Washington	3,274	5,577	41,891	73,486
Territories:				
Alaska	924	144	13,093	1,704
Hawaii	131	278	1,432	3,587
Unallocated		26		374

<sup>1</sup> Includes claims for partial unemployment for a number of States although such payments are not provided in interstate benefit-payment plan.

<sup>2</sup> Represents claims received by Washington as liable State for which break-down by agent State was not reported.

number of claimants receiving first payments exceeded the number of claimants exhausting benefits by 54,000, a slightly higher margin than in September.

*Interstate Claims.*—Weeks of unemployment compensated on interstate claims number 168,000 (table 7), almost the same volume as in September and approximately 6,000 more than the low in January of this year. A total of \$1.9 million in benefit payments—5.9 percent of all payments—was issued to cover such claims, the highest proportion for any month this year. California compensated more than 24,000 interstate claims during the month—followed by New York and Illinois

with 18,000 and 11,400 weeks compensated, respectively. Twenty States compensated more interstate claims as liable State than they transmitted to other States. Of these, Alaska, Montana, and Wyoming each compensated at least twice the number which they received as agent States, and California, Illinois, New Mexico, New York, and North Carolina compensated appreciably greater numbers of claims than they forwarded for payment to other States. On the other hand, Wisconsin transmitted almost 4 times as many claims for weeks of unemployment as it received as liable State, while Hawaii and Oregon forwarded between 2 and 3 times as many as

**Table 8.—Collections deposited in State clearing accounts, January–October 1940, and funds available for benefits as of Oct. 31, 1940, by States**

[Data reported by State agencies, corrected to Nov. 25, 1940]

[Amounts in thousands]

Social Security Board region and State	Collections deposited <sup>1</sup>		Transfers to railroad unemployment insurance account as of Oct. 31, 1940	Funds available for benefits as of Oct. 31, 1940 <sup>2</sup>	Social Security Board region and State	Collections deposited <sup>1</sup>		Transfers to railroad unemployment insurance account as of Oct. 31, 1940	Funds available for benefits as of Oct. 31, 1940 <sup>2</sup>
	January–October 1940	Percentage change from January–October 1939 <sup>3</sup>				January–October 1940	Percentage change from January–October 1939 <sup>3</sup>		
Total	\$756,243	+3.4	\$95,779	\$1,771,182	Region VII—Continued.				
Region I:					South Carolina	\$3,863	(6)	\$601	\$10,973
Connecticut	17,768	+14.6	789	\$41,232	Tennessee	7,212	-4.6		14,965
Maine	3,806	+9	255	4,229	Region VIII:				
Massachusetts	32,171	+8	2,313	75,148	Iowa	6,117	-4.0	2,122	15,413
New Hampshire	2,540	(6)	238	6,185	Minnesota	10,032	-19.1	2,517	22,737
Rhode Island	8,531	(6)	152	10,730	Nebraska	2,578	-30.2	1,682	9,389
Vermont	1,250	-1.7	327	3,212	North Dakota	712	-16.0	26	2,577
Region II:					South Dakota	987	-3.5	403	3,082
New York	116,892	(6)	6,858	205,301	Region IX:				
Region III:					Arkansas	2,889	-4	1,088	6,322
Delaware	2,279	+5.5	461	6,889	Kansas	4,369	-15.1	2,724	13,700
New Jersey	41,343	+5.7	4,268	124,493	Missouri	19,065	+2.5	4,871	58,241
Pennsylvania	68,244	+9.2	6,699	119,870	Oklahoma	5,501	(6)	1,001	16,498
Region IV:					Region X:				
District of Columbia	4,970	-13.8	790	19,274	Louisiana	7,821	-4.9	1,180	18,221
Maryland	12,274	+3.6	1,195	21,344	New Mexico	1,271	-4.5	515	2,512
North Carolina	9,258	+4		23,829	Texas	18,420	-3.1	4,227	51,909
Virginia	8,277	-2.9	2,454	18,081	Region XI:				
West Virginia	8,435	+4.0	81	18,303	Arizona	1,755	-10.9		3,327
Region V:					Colorado	4,104	-10.0	1,528	9,826
Kentucky	8,641	-6.8		30,787	Idaho	1,668	-4.7	373	2,648
Michigan	49,929	+12.4	1,539	70,716	Montana	2,499	-7.5	1,186	5,560
Ohio	48,313	+11.1	8,535	152,875	Utah	2,672	+5.4	517	4,110
Region VI:					Wyoming	1,064	-16.9	602	2,116
Illinois	62,531	+5.8	13,841	186,653	Region XII:				
Indiana	20,882	+8.1	3,190	44,124	California	71,371	+4.4	7,804	161,244
Wisconsin	9,134	-21.8	1,904	54,215	Nevada	825	+1.5	357	1,265
Region VII:					Oregon	6,094	(6)	590	9,848
Alabama	8,178	+9.0		16,136	Washington	10,198	(6)	1,675	22,934
Florida	5,413	-7.6	1,509	11,623	Territories:				
Georgia	7,263	(6)		24,447	Alaska	450	+26.1		1,093
Mississippi	2,496	(6)	642	4,176	Hawaii	1,798	(6)		6,570

<sup>1</sup> Represents contributions plus such penalties and interest collected from employers and contributions from employees as are available for benefit payments. Figures are adjusted for refunds of contributions and for disallowed contribution checks. Employer contributions of 2.7 percent of taxable wages are collected in all States except Michigan, where rate is 3 percent. Beginning Jan. 1, 1940, employers subject to Kentucky law but not to Federal unemployment tax are required to pay additional tax of 0.3 percent for administrative purposes. Reduced rates resulting from experience rating are in effect in Indiana, Nebraska, South Dakota, and Wisconsin. Employee contributions of 1.5 percent of taxable wages are collected in Rhode Island and of 1 percent in Alabama, California, Kentucky, and New Jersey.

<sup>2</sup> Data for 2 periods are not adjusted for changes resulting from law, effective with pay rolls subsequent to June 30, 1939, providing that contributions from railroad industry be deposited in railroad unemployment insurance account of Railroad Retirement Board.

<sup>3</sup> Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

<sup>4</sup> Based on 41 States reporting comparable data for both periods. See footnote 6.

<sup>5</sup> Under provision of Connecticut law, administrative grants equal to preliminary and liquidating amounts to be transferred to railroad unemployment insurance account were withheld by the Social Security Board. State was permitted to withdraw from unemployment compensation funds amounts necessary for administrative purposes up to amount so withheld. Full amount of \$789,000, due railroad unemployment insurance account, has been withheld.

<sup>6</sup> Not computed, because data for States that shifted either wholly or in part from monthly to quarterly contribution basis during 1939 or 1940 are not comparable.

they received. The greatest concentration of States transmitting more claims than they received as liable State appeared in the Southern and Great Plains areas. The only concentration of States which compensated more claims than were transmitted occurred in the Rocky Mountain area.

#### **Status of Funds**

Collections deposited in State clearing accounts during October totaled almost \$116 million, bringing total collections this year to more than \$756 million (table 8). September collections had amounted to only \$8 million. Since payroll taxes in a majority of the States are due 1 month after the end of the quarter to which they relate, this sharp increase is not unusual. Collections in October were \$11 million higher than in July 1940. This fact suggests that, in addition to greater promptness in forwarding contributions, third-quarter pay rolls as a result of improved business were higher than pay rolls during April-June.

For comparable States, collections during January-October were 3.4 percent higher than in the corresponding 10-month period of 1939, despite the cessation of railroad contributions July 1, 1939. Increases in contributions were reported in 19 States, with the sharpest rise of 26 percent in Alaska and gains ranging between 10 and 15 percent in Connecticut, Michigan, and Ohio.

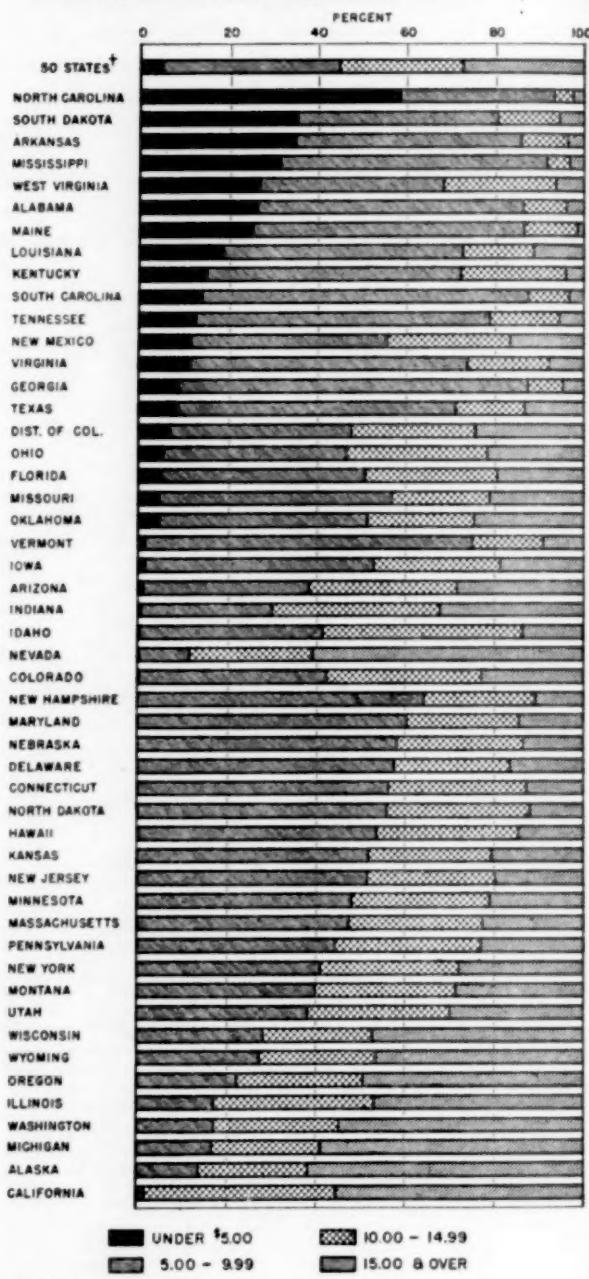
#### **Size of Benefit Payment, Third Quarter, 1940**

The general distribution of weekly benefit payments for total unemployment during the third quarter of 1940 changed very little from the distributions in the first and second quarters of the year (table 9). Approximately 27 percent of weekly benefit payments for total unemployment were in amounts of \$15 and over and 28 percent ranged between \$10 and \$15; at the lower end of the scale, 5 percent were issued in amounts of less than \$5. More checks of \$5 to \$10 than for any other interval were issued for the country as a whole and also for 38 States.

Marked changes from the previous quarter in the proportion of weeks compensated in certain benefit intervals occurred in many States. Relatively large decreases in the proportion of payments issued for less than \$5 were shown in Kentucky, Louisiana, Maine, and Virginia, but in Arkansas there was a noticeable increase. The

sharpest increases in the \$5-10 interval occurred in Idaho and Vermont, and fairly large rises were also noted in Alaska, Connecticut, Mississippi, and Utah. The sharp declines in the relative number of payments between \$10 and \$15 in Michigan and Wisconsin reflected increases in payments for \$15 and over. In the \$15 and over

**Chart VI.—Distribution of number of weeks compensated for total unemployment, by amount of benefit check, by States, July-September 1940**



interval, the largest gains occurred in the District of Columbia, Michigan, Washington, and Wisconsin, while the sharpest decreases were reported in Alaska, Connecticut, Idaho, and Utah.

**Table 9.—Percentage distribution of number of weeks of unemployment compensated by amount of benefit payment for total unemployment and proportion at minimum and maximum benefit payable, by States, July-September 1940**

[Data reported by State agencies, corrected to Nov. 27, 1940]

Social Security Board region and State	Total number of weeks compensated	Percent of weeks compensated <sup>1</sup> in amounts of—				Minimum weekly benefit		Maximum weekly benefit	
		Less than \$5.00	\$5.00-9.99	\$10.00-14.99	\$15.00 and over	Amount	Percent of total weeks compensated	Amount	Percent of total weeks compensated
Total <sup>2</sup>	12,634,586	4.8	39.9	28.0	27.3				
Region I:									
Connecticut	111,274		56.4	31.0	12.6	\$5.00	0.6	\$15.00	12.6
Maine	108,575	25.2	61.1	12.3	1.4	(2)		15.00	1.4
Massachusetts	902,783		47.6	30.1	22.3	(2)		15.00	22.3
New Hampshire	40,848		64.3	24.9	10.8	5.00	10.8	15.00	10.8
Rhode Island <sup>3</sup>									
Vermont	16,224	1.4	73.6	15.9	9.1	None		15.00	9.1
Region II:									
New York	2,730,595		41.2	31.1	27.7	7.00	22.8	15.00	27.7
Region III:									
Delaware	15,009		57.6	25.0	16.5	5.00	12.6	15.00	16.5
New Jersey	418,781		51.9	28.3	19.8	5.00	8.2	15.00	19.8
Pennsylvania	1,065,043		44.6	32.7	22.7	7.50	25.2	15.00	22.7
Region IV:									
District of Columbia	44,292	7.0	40.5	28.1	24.4	None		\$18.00	7.8
Maryland	184,454		60.5	25.0	14.5	5.00	14.7	15.00	14.5
North Carolina	292,048	58.3	34.8	4.6	2.3	1.50	5.3	15.00	2.3
Virginia	206,842	11.2	62.7	18.2	7.9	3.00	4.8	15.00	7.9
West Virginia	165,930	26.9	41.5	25.1	6.5	3.00	10.5	15.00	6.5
Region V:									
Kentucky	140,718	14.9	57.3	23.7	4.1	\$4.00	5.6	\$15.00	4.1
Michigan	853,487		16.9	24.1	59.0	(2)		16.00	52.7
Ohio	532,611	5.4	41.5	31.2	21.9	None		15.00	21.9
Region VI:									
Illinois	743,579		17.1	35.9	47.0	7.00	5.7	16.00	41.0
Indiana	205,132	.7	29.3	37.0	33.0	3.00	.1	15.00	33.0
Wisconsin	160,259		28.5	24.3	47.2	(2)		\$15.00	45.8
Region VII:									
Alabama	207,082	25.1	60.0	9.9	4.0	(2)		15.00	4.0
Florida	232,018	4.9	45.8	29.9	19.4	3.00	.8	15.00	19.4
Georgia	207,161	8.8	78.7	7.6	4.9	None		15.00	4.9
Mississippi	96,658	31.3	59.9	5.7	3.1	None		15.00	3.1
South Carolina	96,089	13.8	73.6	9.4	3.2	3.00	4.9	15.00	3.2
Tennessee	224,455	12.6	66.3	15.4	5.7	(2)		15.00	5.7
Region VIII:									
Iowa	75,584	1.3	51.7	28.1	18.9	None		15.00	18.9
Minnesota	152,745		48.1	31.0	20.9	5.00	9.7	15.00	20.9
Nebraska	34,425		58.3	28.3	13.4	5.00	15.1	15.00	13.4
North Dakota	10,180		56.1	31.9	12.0	5.00	13.5	15.00	12.0
South Dakota	9,827	35.0	45.5	13.9	5.6	(2)		15.00	5.6
Region IX:									
Arkansas	129,935	34.9	50.8	10.6	3.7	3.00	21.0	15.00	3.7
Kansas	36,432		52.0	27.7	20.3	5.00	20.0	15.00	20.3
Missouri	176,091	4.8	52.2	21.9	21.1	None		15.00	21.1
Oklahoma	77,690	4.8	46.6	24.1	24.5	None		15.00	24.5
Region X:									
Louisiana	235,105	18.4	54.3	16.0	11.3	\$3.00	2.1	18.00	7.3
New Mexico	31,362	11.4	44.0	28.0	16.6	3.00	3.4	15.00	16.6
Texas <sup>4</sup>	296,969	8.8	62.3	15.7	13.2	(2)		\$15.00	13.2
Region XI:									
Arizona	30,111	1.1	37.3	33.0	28.6	None		15.00	28.6
Colorado	82,576	.1	42.4	34.7	22.8	(2)		15.00	22.8
Idaho	24,100	.2	41.3	44.7	13.8	(2)		18.00	2.3
Montana	40,666		40.0	31.3	28.7	5.00	9.4	15.00	28.7
Utah	36,481		38.3	32.0	29.7	5.00	6.2	16.00	23.9
Wyoming	11,073		27.4	26.0	46.6	5.00	3.2	18.00	32.2
Region XII:									
California	941,419		1.6	42.7	55.7	(2)		\$18.00	37.7
Nevada <sup>5</sup>	14,004	.2	11.2	27.7	60.9	(2)		15.00	60.9
Oregon	47,615		22.6	27.9	49.5	(2)		15.00	49.5
Washington	120,479		17.1	28.0	54.9	7.00	5.7	15.00	54.9
Territories:									
Alaska <sup>6</sup>	12,636		13.5	24.8	61.7	5.00	2.4	16.00	57.2
Hawaii	4,434		53.5	31.8	14.7	5.00	16.5	15.00	14.7

<sup>1</sup> Excludes final payments for less than benefit rate except where otherwise noted.

<sup>2</sup> Excludes Rhode Island.

<sup>3</sup> Recent amendments to State laws have changed minimum and maximum weekly benefit payable. During transition period, payments are made under both provisions of law.

<sup>4</sup> Data not reported.

The concentration of lower payments in the Southern States is largely attributable to lower prevailing wage rates and methods used in computing weekly benefit amounts. More than one-

<sup>5</sup> For each benefit period of 14 consecutive days, State law provides in Kentucky for minimum of \$8 and maximum of \$30, and in Texas for minimum of \$10 and maximum of \$30.

<sup>6</sup> Includes some payments in excess of maximum, which are possible in a few cases under provisions of State law.

<sup>7</sup> Includes some final payments for less than benefit rate.

half of all weeks of unemployment in North Carolina, and between 25 and 35 percent in Alabama, Arkansas, Maine, Mississippi, South Dakota, and West Virginia were compensated in amounts under \$5. Use of annual earnings in determining the weekly benefit amount was partly responsible for the large proportion of payments under \$10 in Kentucky, Maine, North Carolina, South Dakota, and West Virginia. In addition to these States, 24 others issued the major proportion of their checks for total unemployment in amounts less than \$10. In 8 States—Alabama, Arkansas, Georgia, Maine, Mississippi, North Carolina, South Carolina, and South Dakota—at least 80 percent of all payments were for less than \$10.

On the other hand, the highest proportions of larger benefit payments were reported by States in the Great Lakes, Rocky Mountain, and Pacific Coast areas. All States in these sections compensated more than half of all weeks of total unemployment at \$10 or more. In Alaska, California, Michigan, Nevada, and Washington, in excess of 50 percent of total checks were for \$15 and over; these States and Illinois reported more than 80 percent of their payments at \$10 or more. Between 40 and 50 percent of total payments were compensated at \$15 or more in Illinois, Oregon, Wisconsin, and Wyoming. Twenty-nine States issued a greater proportion of payments for \$15 and over than in the preceding quarter.

Pennsylvania, with a statutory minimum benefit amount of \$7.50, compensated one-fourth of all

weeks of total unemployment at the minimum rate. Of the 3 States with a minimum of \$7, New York compensated more than one-fifth of all payments for total unemployment at that rate, while in Illinois and Oregon, where a large proportion of payments were for more than \$15, relatively few payments were at the minimum amount. Eleven of the 14 States with minimum benefit amounts of \$5 compensated 85 percent or more of weeks of total unemployment at more than the minimum rate. Outstanding changes in the distribution of size of benefit payments were shown in Hawaii and Maryland, which compensated 17 and 15 percent of payments, respectively, at the minimum rate of \$5 in contrast to the previous quarter when the proportions were 40 and 20 percent. Six of the 8 States with minimum rates of \$3 compensated more than 95 percent of their payments above the minimum.

With the exception of 4 States with maximum rates at \$16 and 5 States at \$18, the maximum weekly benefit rate in all States is \$15. More than 50 percent of all payments were issued at the maximum rates in Alaska, Michigan, Nevada, and Washington. Nineteen other States reported between 20 and 50 percent of payments for total unemployment made at the maximum weekly benefit amount. On the other hand, 95 percent or more of the benefit checks were below the maximum weekly benefit amount in Alabama, Arkansas, Georgia, Idaho, Kentucky, Maine, Mississippi, North Carolina, and South Carolina.

## RAILROAD UNEMPLOYMENT INSURANCE \*

In the 5 weeks ended November 1, 1940, the regional offices of the Railroad Retirement Board received 97,982 claims for unemployment insurance, an average of 19,596 claims per week (table 1). The reduction of about 3,100 in the weekly average from September to October is related in part to an increase in railroad employment. According to the Interstate Commerce Commission, class I railroad employment, excluding maintenance of way and structures, was in mid-October about 10,000 greater than in the preceding month. The only significant declines in employment in October occurred almost entirely in maintenance of way in the Northwest and in New England. These lay-offs are reflected in an increase in claims received in the Minneapolis and Seattle regional offices of the Board, which serve mainly Northwestern territory. Because the increase in the number of claims filed in New England was offset by decreases in other areas from which claims are routed to New York, the claims receipts in the New York office declined.

Claims statistics for October indicate that the number of unemployed eligible workers was about 3,200 lower than in the same period in 1939. Actually the reduction in unemployment in the industry was considerably greater, as is evidenced by the increase of about 16,800 in class I railroad employment between October 1939 and October 1940. The apparent discrepancy between the two series is due to the fact that a larger number of employees are eligible for benefits on the basis of compensation for 1939 than on the basis of compensation credited for 1938. In other words, in October 1940 relatively more unemployed workers were qualified for benefits by virtue of their base-year earnings than in October 1939.

Of the 101,580 claims processed in the 5 weeks ended November 1, 82,423 were for half months with 8 or more days of unemployment and could therefore be certified either for waiting-period credit or for benefit payment. Of the remainder, 14,842 claims included registrations with respect to fewer than 8 days of unemployment and were therefore ineffective. In addition, a total of 4,315 claims were held to be invalid for various reasons, such as insufficient base-year

\*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

earnings, the application of the disqualifying conditions of the act, and exhaustion of rights in the current benefit year. While the decline in the number of effective claims was roughly proportional to the decrease in total receipts, the greater reduction in the number of waiting-period claims indicated a shift of claimants from the waiting-period to the beneficiary group.

In October 70,950 claims were certified for benefit payments amounting to nearly \$1,052,000. Eighty percent of these certifications were based on 1939 earnings. Of these, 9,482 were first certifications in a benefit year, bringing the total number of benefit accounts opened on the basis of 1939 earnings to 47,014 by November 1. Of the

Table 1.—*Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, waiting-period credits certified, and benefit payments certified, for specified periods, July 1939-October 1940*

Period	Applications received	Claims received	Waiting-period credits certified	Benefit payments certified		
				Number	Total amount	Average amount
Cumulative through June 28, 1940	1210,823	1,441,213	190,802	1,000,379	\$14,806,879	\$14.80
Cumulative June 29-Nov. 1, 1940	84,991	400,578	245,730	253,708	3,732,470	14.71
Sept. 28-Nov. 1, 1940	14,066	97,982	8,646	70,950	1,051,939	14.83
Week ended:						
Oct. 4	2,407	21,183	1,854	14,632	221,395	15.13
Oct. 11	2,891	18,616	1,620	14,120	206,732	14.64
Oct. 18	2,625	20,049	1,619	14,806	219,089	14.80
Oct. 25	3,365	19,366	1,893	14,292	210,893	14.76
Nov. 1	2,778	18,768	1,660	13,100	193,830	14.80
Weekly average:						
Period ended						
Aug. 4, 1939 <sup>1</sup>	11,881	25,972	10,377	8,724	128,570	14.74
Aug. 5-Sept. 1	3,861	26,376	5,384	15,924	238,473	14.98
Sept. 2-29	2,457	27,961	3,735	21,737	317,349	14.60
Sept. 30-Oct. 27	2,223	21,233	2,061	15,658	233,302	14.90
Oct. 28-Dec. 1	4,233	20,412	2,759	14,175	217,466	15.34
Dec. 2-29	5,284	28,447	4,964	18,783	284,493	15.15
Dec. 30, 1939 <sup>2</sup>						
Feb. 2, 1940	3,780	36,357	4,516	26,803	403,214	15.04
Feb. 3-Mar. 1	2,279	34,488	2,415	27,950	422,607	15.12
Mar. 2-29	1,603	35,082	2,130	28,833	428,538	14.86
Mar. 30-Apr. 26	2,042	31,342	1,653	25,172	367,807	14.61
Apr. 27-May 31	1,247	24,843	1,759	18,309	258,753	14.13
June 1-28	1,564	20,907	1,004	15,464	214,478	15.87
June 29-Aug. 2	8,627	22,950	2,904	11,092	159,643	14.39
Aug. 3-30	4,138	24,240	3,036	15,240	222,651	14.61
Aug. 31-Sept. 27	2,809	22,721	2,403	16,584	247,928	14.95
Sept. 28-Nov. 1	2,813	19,596	1,729	14,190	210,388	14.83

<sup>1</sup> Through June 29.

<sup>2</sup> In addition, 26,351 claims were processed for half months with 8 or more days of unemployment, received from qualified employees who had exhausted their rights in first benefit year although such year was still current when claims were processed. One such claim for each individual will be accepted for waiting-period credit when employee begins a new benefit year. For Sept. 28-Nov. 1, 2,827 claims were processed. Average weekly number processed: June 29-Aug. 2, 2,794; Aug. 3-30, 1,362; Aug. 31-Sept. 27, 1,027; Sept. 28-Nov. 1, 867.

<sup>3</sup> Number of weeks used to obtain weekly averages for this period is as follows: for applications, 7 (June 16-Aug. 4); for claims and waiting-period credits, 5 (July 1-Aug. 4); for benefit payments, 3 (July 16-Aug. 4).

14,008 certifications based on 1938 earnings, 2,222 were final payments in the benefit year because of the exhaustion of benefit rights or the expiration of the benefit year.

The average benefit payment per certification was \$14.83 in October as compared with \$14.95 in September. This decline is attributable entirely to a decrease in the average daily benefit amount for the persons continuously unemployed in the

**Table 2.—Railroad unemployment insurance: Average benefit payment, average daily benefit amount, and average number of compensable days of unemployment for benefit certifications, for specified periods, July 1939—October 1940<sup>1</sup>**

Period	All certifications			Certifications with 8 compensable days			Certifications with 1-7 compensable days		
	Average benefit payment		Percent of total certifications	Average benefit payment		Average daily benefit amount	Average benefit payment		Average number of compensable days
	Average daily benefit amount	Average number of compensable days		Average benefit payment	Average daily benefit amount		Average benefit payment	Average daily benefit amount	
July 16-Sept. 1, 1939	\$14.91	\$2.31	6.45	57.7	\$18.49	\$2.31	\$9.97	\$2.31	4.32
Sept. 2-29	14.60	2.31	6.30	55.9	18.51	2.31	9.50	2.30	4.13
Sept. 30-Oct. 27	14.90	2.29	6.48	58.5	18.31	2.29	9.92	2.29	4.34
Oct. 28-Dec. 1	15.34	2.26	6.72	63.2	18.15	2.27	10.19	2.25	4.51
Dec. 2-29	15.15	2.23	6.82	65.5	17.76	2.22	10.35	2.26	4.58
Dec. 30, 1939-Feb. 2, 1940	15.04	2.23	6.80	64.8	17.76	2.22	10.35	2.26	4.58
Feb. 3-Mar. 1	15.12	2.23	6.84	65.7	17.76	2.22	10.40	2.26	4.60
Mar. 2-29	14.86	2.24	6.71	63.4	17.68	2.21	10.19	2.28	4.47
Mar. 30-Apr. 26	14.61	2.24	6.59	59.9	17.76	2.22	10.19	2.28	4.47
Apr. 27-May 31	14.13	2.28	6.28	53.8	18.16	2.27	9.82	2.30	4.27
June 1-28	13.87	2.33	6.05	48.8	18.56	2.32	9.83	2.34	4.20
June 29-Aug. 21	14.39	2.33	6.47	58.4	18.56	2.32	10.07	2.33	4.32
Aug. 3-30 <sup>2</sup>	14.61	2.26	6.51	59.9	18.16	2.27	9.70	2.26	4.29
Aug. 31-Sept. 27 <sup>2</sup>	14.95	2.28	6.63	62.2	18.16	2.27	10.01	2.28	4.39
Sept. 28-Nov. 1 <sup>2</sup>	14.53	2.26	6.64	62.2	18.00	2.25	10.01	2.28	4.39
Week ended:									
Oct. 4	15.13	2.28	6.75	64.2	18.16	2.27	10.26	2.28	4.50
Oct. 11	14.64	2.24	6.53	59.4	17.76	2.22	9.94	2.27	4.38
Oct. 18	14.80	2.26	6.64	62.8	17.92	2.24	9.92	2.28	4.35
Oct. 25	14.76	2.25	6.59	60.3	18.00	2.25	10.03	2.26	4.44
Nov. 1	14.80	2.26	6.67	64.7	18.00	2.25	9.69	2.29	4.23

<sup>1</sup> All data except average benefit payment for all certifications are based on 20-percent sample of benefit certifications for each day in each regional office.

<sup>2</sup> Final certifications were excluded in calculation of averages relating to compensable days. This omission also affects percentage of certifications with 8 compensable days.

half month (table 2). The duration of unemployment in the half month, as measured by the proportion of certifications for total unemployment and by the average number of compensable days in other certifications, was the same in October as in the previous month. Likewise the average daily benefit amount for certifications with fewer than 8 compensable days remained unchanged.

In the 5-week period ended November 1, the regional offices received also 14,066 applications for certificate of benefit rights, or an average of 2,813 per week. The weekly rate of applications for the country as a whole was the same in October as in September, but increases occurred in the New York, Minneapolis, Denver, and Seattle offices, which serve the northern part of the country where the earliest seasonal reductions in maintenance-of-way employment occurred. Of the 84,991 employees who filed applications based on 1939 wages by November 1, a total of 81,286 had certificates of benefit rights issued to them, while 1,707 were held ineligible because of insufficiency of 1939 earnings. Definite action is still to be taken on the remaining 1,998 applications.

### Employment Service

Under regulations effective October 1, 1940, all employees submitting an application for certificate of benefit rights are required also to prepare and mail to the regional office an "application for employment service" incorporating a description of their occupational experience and training. This application represents an initial registration with the Board's employment service, which began operating in October in each region. The employment service is using the regular facilities of the regional offices and is building on the experience of the experimental employment office which has been functioning in Chicago since October 1939.

# PUBLIC ASSISTANCE

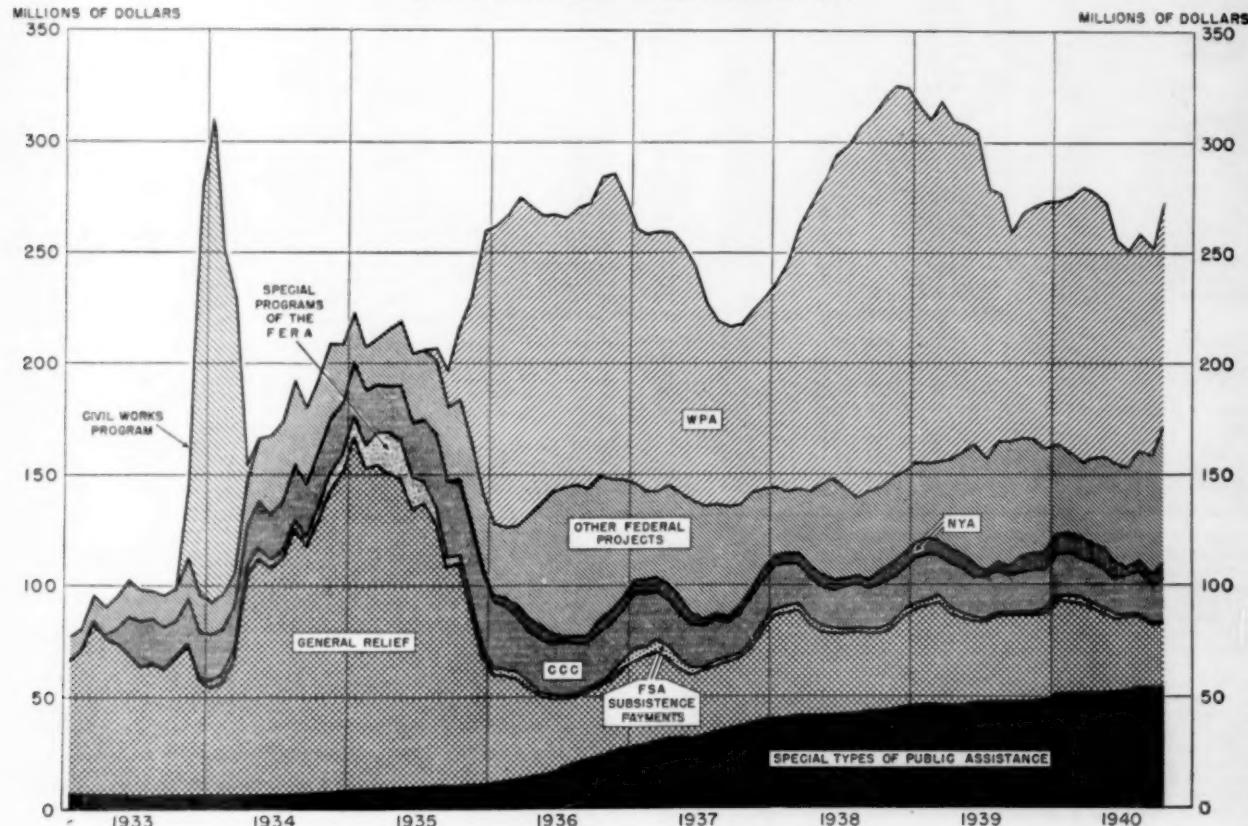
BUREAU OF RESEARCH AND STATISTICS • DIVISION OF PUBLIC ASSISTANCE RESEARCH

## STATISTICS FOR THE UNITED STATES, OCTOBER 1940

In October total expenditures in the continental United States for payments to recipients of public assistance and earnings of persons employed under Federal work programs amounted to \$272.0 million, an increase of 8.9 percent from the preceding month (table 1). The data on expenditures exclude all costs of administering the various programs and of materials, supplies, and equipment required for the operation of work projects. Payments for October are estimated to have benefited 5.6 million households, which included 15.8 million persons (table 2). Compared with the estimated numbers of households and persons for September, these figures represent increases of 5.0 percent in the number of households and 3.6 percent in the number of persons.

Underlying the upward change in aggregate payments from September were larger expenditures in October for all types of assistance and earnings. Most of the rise in total payments, however, was accounted for by increases in the amounts expended for earnings on projects of the Work Projects Administration and for earnings on Federal work and construction projects other than those of the WPA, CCC, and NYA. Total earnings of persons employed on WPA projects moved upward 9.1 percent to \$101.8 million; the average weekly number of persons employed on such projects rose 4.2 percent to 1.7 million. The relatively larger increase in earnings is attributable in part to the greater number of pay days in October. Since all WPA pay rolls are now biweekly

**Chart I.—Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–October 1940**



rather than semimonthly, it is possible that two pay-roll periods may end in one month and three may end in the following month. Thus there may be considerable disparity each month in the changes in average weekly employment and total earnings. Aggregate earnings of persons employed on Federal work and construction projects other than those of the WPA, CCC, and NYA

amounted to \$60.4 million, or 15.3 percent more than in September. The average weekly number of persons employed on these projects increased 13.0 percent to 488,000.

October was the first month of a new enrollment period for the CCC, and the total number of persons enrolled and total earnings each increased 9.8 percent. Earnings of CCC enrollees in October

**Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1938–October 1940<sup>1</sup>**

[In thousands]

Year and month	Total	Obligations incurred <sup>2</sup> for—			Subsistence payments certified by the Farm Security Administration <sup>3</sup>	Earnings of persons employed under Federal work programs <sup>4</sup>					
		Special types of public assistance <sup>5</sup>				Civilian Conservation Corps <sup>6</sup>	National Youth Administration <sup>7</sup>	Work Projects Administration <sup>8</sup>	Other Federal work and construction projects <sup>9</sup>		
		Old-age assistance	Aid to dependent children	Aid to the blind							
1938 total	\$3,486,980	\$392,383	\$97,441	\$18,958	\$476,202	\$22,587	\$230,318	\$19,508	\$41,558	\$1,750,834	\$437,100
January	237,135	31,186	7,357	1,451	46,404	2,204	19,940	1,996	2,552	93,060	30,985
February	245,708	31,403	7,572	1,489	47,207	2,473	19,461	2,166	2,688	103,092	28,158
March	263,104	31,782	7,874	1,519	47,471	2,577	18,336	2,203	2,739	119,693	28,911
April	273,944	32,072	7,880	1,527	41,113	2,325	18,311	2,255	2,766	131,419	34,278
May	283,640	32,319	7,886	1,555	37,337	2,156	18,014	2,406	3,075	137,916	40,976
June	294,368	32,276	7,987	1,580	36,747	1,756	17,174	1,550	3,585	146,068	45,644
July	299,010	32,826	8,013	1,603	35,999	1,291	19,848	0	3,701	155,709	40,020
August	307,227	32,915	8,300	1,619	36,244	1,117	20,334	6	3,903	167,999	34,790
September	312,280	33,259	8,389	1,634	35,406	1,231	18,767	211	3,930	169,659	30,795
October	320,307	33,625	8,506	1,643	34,934	1,492	20,367	1,960	4,028	176,160	37,632
November	325,596	33,981	8,739	1,660	36,476	1,703	20,514	2,408	4,193	177,229	38,695
December	324,662	34,740	8,939	1,678	40,865	2,262	19,252	2,417	4,400	172,892	37,217
1939 total	3,494,792	430,469	114,947	20,750	481,721	19,050	230,513	22,708	51,538	1,565,224	557,873
January	316,295	35,006	9,226	1,687	43,701	2,391	20,642	2,266	4,347	160,606	36,423
February	310,114	35,120	9,395	1,704	45,028	2,327	20,689	2,457	4,472	154,765	34,157
March	318,500	35,188	9,498	1,714	46,587	2,492	18,103	2,446	4,451	162,596	35,425
April	309,376	35,299	9,212	1,719	41,277	2,242	19,974	2,494	4,318	152,457	40,384
May	308,070	35,198	9,279	1,714	39,237	1,687	20,432	2,494	4,286	147,979	45,766
June	304,554	35,797	9,585	1,729	37,032	1,284	18,637	1,935	3,993	140,597	53,947
July	279,145	36,184	9,630	1,729	36,272	828	19,317	(10)	2,561	122,112	50,512
August	276,569	36,378	9,663	1,739	38,230	1,211	19,372	5	4,145	111,593	54,233
September	258,252	36,511	9,712	1,736	38,646	846	17,097	306	4,222	93,050	56,126
October	268,580	36,335	9,840	1,744	38,698	876	19,308	2,390	4,437	101,986	52,965
November	271,789	36,626	9,900	1,763	38,275	1,156	19,321	2,652	4,864	105,589	51,342
December	273,549	36,828	10,009	1,774	38,717	1,710	17,621	2,962	5,442	111,894	46,592
1940											
January	269,125	38,199	10,385	1,790	41,514	1,992	19,426	2,852	5,816	109,759	37,390
February	272,628	38,526	10,513	1,783	40,400	2,309	19,605	3,114	6,138	115,032	35,207
March	278,988	38,329	10,721	1,793	39,072	2,805	17,479	3,266	6,251	124,363	34,907
April	277,961	38,490	10,839	1,800	36,667	2,500	18,051	3,370	5,932	119,959	40,352
May	273,291	38,656	10,892	1,803	34,265	2,144	17,908	3,427	5,554	114,339	44,302
June	254,916	39,200	10,982	1,831	31,355	1,516	15,872	2,314	5,708	100,419	45,720
July	251,050	39,638	11,085	1,827	32,130	722	18,137	0	3,369	96,875	47,268
August	257,113	39,928	11,218	1,841	31,638	1,068	19,022	0	4,762	97,317	50,299
September	249,848	40,034	11,323	1,839	28,505	732	16,828	94	4,791	93,341	52,361
October	272,022	40,859	11,553	1,857	29,235	811	18,479	2,150	4,898	101,792	60,387

<sup>1</sup> See the *Bulletin*, February 1940, pp. 52–53, for information for 1933–37. Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision.

<sup>2</sup> Figures exclude cost of hospitalization and burial and, beginning with September 1940, of medical care.

<sup>3</sup> Payments to recipients from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board, and from State and local funds for programs administered under State laws without Federal participation.

<sup>4</sup> Figures from the FSA; represent net amount of emergency grant vouchers certified to cases and value of commodities purchased by the FSA and distributed during month.

<sup>5</sup> Figures include earnings of persons certified as in need and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

<sup>6</sup> Figures estimated by the CCC by multiplying average monthly number

of persons enrolled by average of \$70 for each month through June 1939, \$67 for July–October, and \$66.25 for subsequent months. This average amount is based on amount of obligations incurred for cash allowances, for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

<sup>7</sup> Figures for January 1938–June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA; represent earnings during all pay-roll periods ended during month.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA and, for July 1938 and subsequent months, earnings of persons employed on Federal agency projects financed by transfer of WPA funds; cover all pay-roll periods ended during month.

<sup>9</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during monthly period ended on 15th of specified month.

<sup>10</sup> Less than \$500.

amounted to \$18.5 million. With the advance of the school year, both earnings and employment under the student work program of the NYA were markedly above September levels. Total earnings under the out-of-school work program increased 2.2 percent, although the total number of persons employed during the month declined 2.5 percent.

The total amount of obligations incurred for each of the special types of public assistance moved upward slightly in October. Total payments for

old-age assistance rose 2.1 percent to \$40.9 million, and expenditures for aid to dependent children increased 2.0 percent to \$11.6 million. Obligations incurred for aid to the blind amounted to \$1.9 million, or 1.0 percent more than in September. Aggregate expenditures for general relief rose 2.6 percent to \$29.2 million; the total number of cases receiving assistance declined 2.5 percent to 1.2 million. The total amount of subsistence payments certified by the Farm Security Administra-

**Table 2.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1938–October 1940<sup>1</sup>**

[In thousands]

Year and month	Estimated unduplicated total <sup>2</sup>		Recipients of special types of public assistance <sup>3</sup>				Cases receiving general relief <sup>4</sup>	Cases for which subsistence payments were certified by the Farm Security Administration <sup>5</sup>	Persons employed under Federal work programs <sup>6</sup>					
	Households	Persons in these households	Aid to dependent children		Aid to the blind	Civilian Conservation Corps <sup>7</sup>			Student work program	Out-of-school work program	Work Projects Administration <sup>9</sup>	Other Federal work and construction projects <sup>10</sup>		
			Old-age assistance	Families										
1938														
January	5,771	17,506	1,600	234	578	57	1,803	108	285	310	146	1,801		
February	6,089	18,638	1,623	241	595	58	1,996	119	278	320	152	2,001		
March	6,480	19,967	1,646	247	610	60	1,994	126	262	327	155	2,319		
April	6,578	20,357	1,662	252	622	60	1,815	117	262	334	159	2,538		
May	6,686	20,685	1,677	256	630	62	1,696	112	257	329	179	2,638		
June	6,684	20,774	1,657	258	638	62	1,648	93	245	219	209	2,741		
July	6,637	20,685	1,707	260	640	63	1,610	70	284	0	215	2,696		
August	6,772	21,192	1,716	265	651	64	1,581	62	290	2	219	3,122		
September	6,812	21,217	1,731	268	659	65	1,526	60	268	49	221	3,209		
October	7,076	21,760	1,746	271	664	65	1,497	79	291	322	220	3,282		
November	7,162	21,964	1,762	274	672	66	1,518	80	293	364	230	3,330		
December	7,156	21,892	1,776	280	684	67	1,631	115	275	372	240	3,156		
1939														
January	7,131	21,740	1,787	287	700	67	1,772	126	295	372	237	3,016		
February	7,170	21,759	1,799	296	717	67	1,844	123	296	382	242	2,990		
March	7,178	21,739	1,813	298	721	68	1,851	127	289	380	236	3,004		
April	6,987	20,986	1,830	296	715	68	1,724	114	285	384	228	2,785		
May	6,806	20,233	1,832	299	722	68	1,644	87	292	372	225	2,638		
June	6,605	19,487	1,842	311	748	68	1,568	69	266	280	214	2,570		
July	6,250	18,463	1,858	312	750	68	1,540	46	288	(u)	207	2,279		
August	6,029	17,619	1,871	312	750	69	1,583	72	289	1	211	1,967		
September	5,762	16,478	1,884	313	752	69	1,670	50	255	70	225	1,715		
October	5,995	16,955	1,894	313	752	69	1,633	50	288	362	228	1,867		
November	6,089	17,255	1,903	313	753	69	1,564	65	292	423	261	1,946		
December	6,174	17,600	1,908	315	760	70	1,564	97	266	434	296	2,109		
1940														
January	6,355	18,386	1,922	325	783	70	1,676	107	293	437	322	2,203		
February	6,424	18,633	1,927	329	792	70	1,675	115	296	456	336	2,293		
March	6,409	18,575	1,933	334	804	70	1,617	119	264	473	335	2,294		
April	6,235	17,896	1,942	338	814	71	1,532	86	272	482	321	2,125		
May	6,025	17,122	1,953	342	823	71	1,447	71	270	477	296	1,963		
June	5,695	16,065	1,967	346	831	72	1,360	60	240	313	269	1,734		
July	5,387	15,327	1,986	349	840	72	1,363	31	274	0	194	1,639		
August	5,443	15,513	2,001	353	849	72	1,344	43	287	0	239	1,684		
September	5,381	15,232	2,016	356	857	73	1,262	35	254	22	238	1,673		
October	5,650	15,782	2,034	360	865	73	1,230	35	279	340	232	1,743		

<sup>1</sup> See the *Bulletin*, February 1940, pp. 54-55, for information for 1933-37. Figures exclude administrative employees. Figures are partly estimated and subject to revision.

<sup>2</sup> Estimated by the Work Projects Administration and the Social Security Board.

<sup>3</sup> Includes recipients assisted from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board, and from State and local funds for programs administered under State laws without Federal participation. Excludes recipients of hospitalization and/or burial only and, beginning with September 1940, of medical care only.

<sup>4</sup> Excludes cases receiving hospitalization and/or burial only and, beginning with September 1940, medical care only.

<sup>5</sup> Figures from the FSA; represent net number of emergency grant vouchers certified to cases and number of cases receiving commodities purchased by the FSA and distributed during month. Ordinarily only 1 grant voucher per case is certified per month.

<sup>6</sup> Figures include persons certified as in need and all other persons employed

on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrolled persons only.

<sup>7</sup> Figures are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

<sup>8</sup> Figures for January 1938-June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA; represent number of different persons employed during month.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and, for July 1938 and subsequent months, persons employed on Federal agency projects financed by transfer of WPA funds.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period ended on 15th of specified month.

<sup>11</sup> Less than 500 persons.

tion increased 10.8 percent in October, but such payments represent an extremely small share of total assistance and earnings.

Compared with the total sum expended for assistance and earnings in October 1939, total payments in October of this year were greater by 1.3 percent. Larger amounts were spent in October 1940 for earnings on Federal work and construction projects other than those of the WPA, CCC, and NYA, earnings under the out-of-school work program of the NYA, and payments to recipients of each of the special types of public assistance. General relief expenditures, earnings under the student work program of the NYA, earnings of CCC enrollees, earnings on WPA projects, and subsistence payments by the FSA were greater in October 1939.

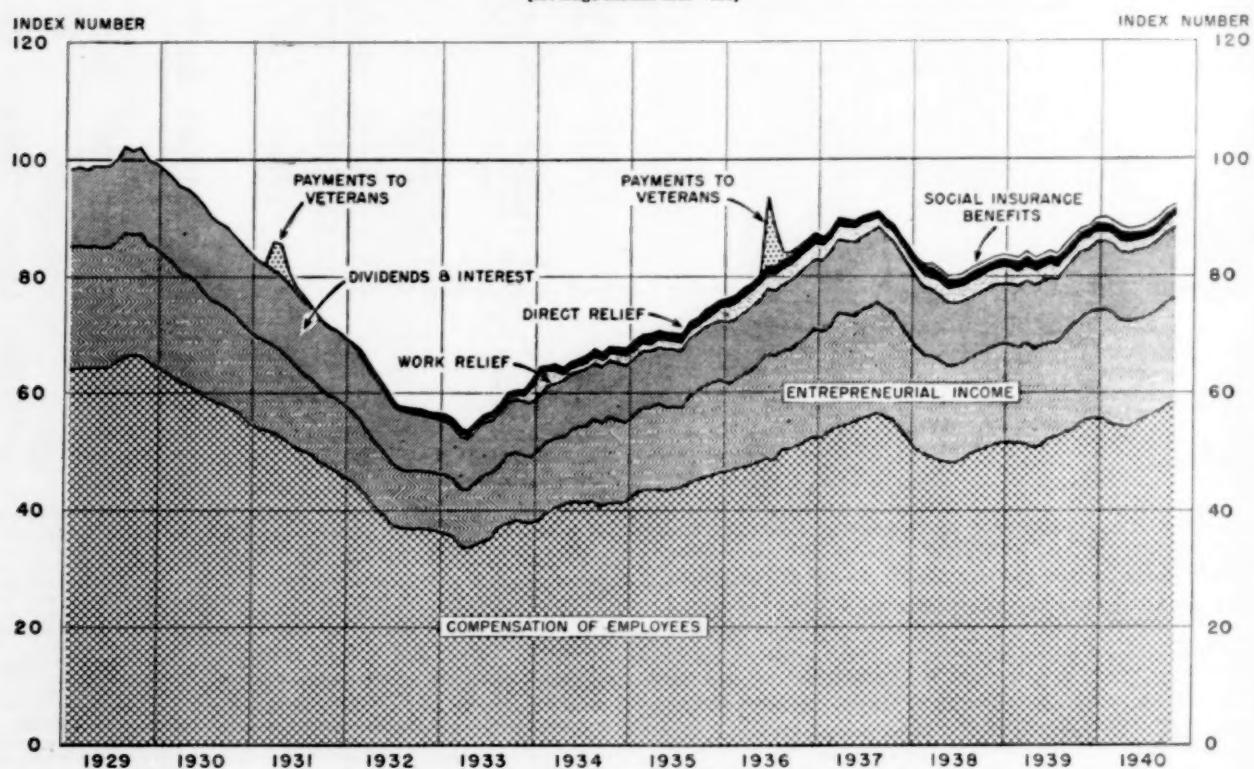
The trend in total income payments in the continental United States from January 1929 through October 1940 is shown in chart II. This chart indicates the relative magnitude of different kinds of income payments, including those for direct relief and work relief.

Data on the food stamp plan, administered by the Surplus Marketing Administration of the United States Department of Agriculture, are presented in table 3. Under this plan, which has the primary objective of removing agricultural surpluses, persons participating are given blue surplus-food stamps in ratio to their purchases of orange-colored food stamps. The orange-colored stamps may be used for the purchase of any food product sold in retail stores, but blue surplus-food stamps may be used to buy only agricultural products currently listed as surplus by the Secretary of Agriculture.

### General Relief

It is estimated that for October 1.2 million general relief cases in the continental United States received assistance amounting to \$29.2 million (table 4). Expenditures for general relief, which are financed by the States and/or localities without participation by the Federal Government, include money payments and assistance in kind.

Chart II.—Index of income payments in the continental United States, January 1929—October 1940<sup>1</sup>  
[Average month 1929=100]



<sup>1</sup> Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.  
Source: U. S. Department of Commerce, National Income Division.

Excluded from the data on expenditures for assistance are all costs of administering the programs, of special activities and programs financed with general relief funds, and of medical care, hospitalization, and burial provided to recipients. The general relief case may be an individual, a family, or a group of unrelated persons living together as a social and economic unit.

For the group of 39 States reporting actual figures which exclude data on medical care, hospitalization, and burial for both September and October, the total number of cases aided was 2.4 percent smaller in the latter month. The total sum expended for assistance in these 39 States, however, was 2.5 percent greater in October than in September. In the 32 States for which comparable data are available on total payments in October 1939 and October 1940, aggregate expenditures in October of this year were smaller by 21.9 percent. The number of cases aided in

**Table 3.—Food stamp plan: Number of areas included and participants, and value of surplus-food stamps issued in the continental United States, by months, May 1939—October 1940<sup>1</sup>**

Month	Number of areas included <sup>2</sup>	Number of participants <sup>3</sup>		Value of surplus-food stamps issued
		Cases	Persons	
<b>1939</b>				
May	1	5,711	21,000	\$22,473
June	2	15,941	51,000	101,848
July	3	28,128	75,700	158,455
August	6	46,964	136,500	285,413
September	6	54,881	156,300	334,944
October	8	61,018	173,900	371,203
November	14	79,000	220,600	481,148
December	19	137,286	308,900	833,956
<b>1940</b>				
January	30	196,648	569,200	1,176,843
February	38	304,398	832,900	1,745,367
March	53	371,995	1,066,900	2,210,602
April	62	442,488	1,277,300	2,667,051
May	71	476,613	1,393,300	2,986,686
June	83	507,021	1,488,500	3,161,982
July	99	533,077	1,566,600	3,514,649
August	124	661,494	1,916,500	4,501,090
September	137	706,077	2,072,100	4,633,288
October	165	705,401	2,213,800	5,099,894

<sup>1</sup> Figures do not include persons receiving commodities under direct distribution program of the Surplus Marketing Administration or value of such commodities.

<sup>2</sup> An area represents a city, county, or group of counties. Population of areas with plans in operation in October 1940 was 35.0 million, according to preliminary 1940 population figures released by the U. S. Bureau of the Census. By October 31, 1940, 53 additional areas with a population of 5.6 million had been designated for inclusion.

<sup>3</sup> Includes recipients of old-age assistance, aid to dependent children, and aid to the blind; recipients of and those eligible to receive general relief; persons certified as in need of relief and employed on or awaiting assignment to projects financed by the WPA; and recipients of subsistence payments from the FSA. In some areas certain of these groups, in accordance with agreements with local public welfare authorities, do not participate. Figures include for 1 area (Shawnee, Okla.) some low-income families, i. e., those having weekly income of less than \$19.50, who have been eligible to participate since October 1939.

Source: U. S. Department of Agriculture, Surplus Marketing Administration.

*Bulletin, December 1940*

October 1940 is not compared with the number assisted in October a year ago, because comparable data are not available for most of the States.

### Special Types of Public Assistance

During October a total of \$54.4 million was expended for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii (table 5). This aggregate amount includes payments made under State plans approved by the Social Security Board and payments made under State laws without Federal participation. Excluded from the data on payments are all costs of administering the programs and of medical care, hospitalization, and burial provided to recipients.

All but 2 percent of the total amount of obligations incurred for October payments was accounted for by States providing these types of assistance under the Social Security Act. Of the \$54.4 million expended for assistance, \$53.3 million was spent in States making payments under approved plans. The balance of \$1.1 million was paid to families with dependent children and to blind persons in States in which these groups were assisted without financial participation by the Federal Government.

From September to October, aggregate expenditures in all States moved upward 2.0 percent. Compared with total payments in October 1939, the amount of obligations incurred in October of this year was greater by \$6.5 million or 13.7 percent.

*Old-age assistance.*—Payments for old-age assistance are made under the Social Security Act in all 51 States eligible for Federal grants for the special types of public assistance. In October 2.0 million aged persons received assistance payments amounting to \$40.9 million (table 6). From September to October the total number of recipients increased 0.9 percent, and the total amount of obligations incurred rose 2.1 percent. In the 50 States for which comparable data are available for October 1939 and October 1940, the total number aided was 7.4 percent larger in October of this year, and aggregate expenditures for assistance were 12.8 percent greater.

*Aid to dependent children.*—In October, payments for aid to dependent children were made

under plans approved by the Social Security Board in 42 States. Obligations incurred for the assist-

ance of 836,000 dependent children in 346,000 families totaled \$11.3 million (table 7). These

Table 4.—General relief in the continental United States, by States, October 1940<sup>1</sup>

[Data reported by State agencies, corrected to Nov. 25, 1940]

State	Number of cases receiving relief	Amount of obligations incurred for relief <sup>2</sup>	Average amount per case	Percentage change <sup>3</sup> from—		
				September 1940 in—		October 1939 in amount of obligations
				Number of cases	Amount of obligations	
Total for continental United States <sup>4</sup>	1,230,000	\$29,235,000				
Total for 39 States <sup>5</sup>	1,067,600	26,560,141	\$24.88	-2.4	+2.5	\$-21.9
Alabama	2,467	21,986	8.91	-1.1	-7.4	+2.7
Arizona	3,463	49,316	14.24	-7.9	-3.0	+36.4
Arkansas	4,353	24,940	5.73	-2.2	-9	+38.2
California	83,385	2,229,918	26.74	-7.2	-11.5	-41.8
Colorado	<sup>7</sup> 13,564	<sup>7</sup> 180,111	13.28	+6	+6.6	+4
Connecticut	13,906	378,495	27.22	-5.2	+4	-25.8
Delaware	1,013	21,640	21.36	-2.7	-1.7	-37.9
District of Columbia	1,975	48,787	24.70	+4.8	+6.2	+20.4
Florida	9,701	61,294	6.32	-1.6	-2.4	-6.0
Georgia	6,530	41,570	6.37	-1.3	-6.7	+34.0
Idaho	2,132	31,870	14.95	-1.7	-1.5	+30.5
Illinois	158,027	3,770,944	23.86	-8	+6.7	+16.2
Indiana	<sup>7</sup> 40,798	<sup>7</sup> 577,583	14.16	-5.4	+2	-32.1
Iowa	24,498	369,409	15.08	-5.4	-5	(*)
Kansas	16,629	243,771	14.66	-3.3	-1.0	-2.9
Kentucky <sup>10</sup>	5,800	44,000				
Louisiana	10,316	156,568	15.18	+6.6	+9.5	+53.5
Maine	8,613	188,181	21.85	+1.2	+6.1	+7
Maryland	8,403	182,527	21.72	-2.7	-1.3	-3.6
Massachusetts	57,274	1,506,404	26.30	-1.5	+8	(*)
Michigan	48,354	1,111,713	22.99	-1.7	+6.1	(*)
Minnesota	30,903	670,078	21.68	+2.6	+4.3	(*)
Mississippi	768	2,363	3.08	-23.9	-25.4	(*)
Missouri	23,928	308,725	12.90	-1.9	+2.8	+12.4
Montana	3,899	60,052	15.40	+2.3	+3.7	+7.1
Nebraska	8,404	92,651	11.02	-3.3	+6.5	-1
Nevada	431	6,788	15.75	-9.5	-9.4	-2.5
New Hampshire <sup>11</sup>	6,500	155,000				
New Jersey	<sup>11</sup> 40,731	<sup>11</sup> 913,710	22.43	-5.4	-4.4	-33.4
New Mexico	<sup>7</sup> 2,001	<sup>7</sup> 17,457	8.72	-10.5	-6.5	(*)
New York	<sup>12</sup> 228,919	<sup>8</sup> 252,139	36.05	+5	+3.2	-12.6
North Carolina	4,878	34,350	7.04	-4.1	-1.5	(*)
North Dakota	2,705	35,933	13.28	+4.8	+6.2	-24.1
Ohio	76,236	1,304,963	17.12	-7.2	-3.2	-29.8
Oklahoma	<sup>13</sup> 13,227	58,363	(*)	-14.7	-22.8	
Oregon	8,330	129,262	15.52	+7.1	+6.7	+3.3
Pennsylvania	160,573	4,398,459	27.39	-4.7	+8.2	-42.3
Rhode Island <sup>14</sup>	6,128	217,195	35.44	-15.6	+1.7	-4.6
South Carolina	2,172	18,687	8.60	+9	-2.9	-6.3
South Dakota <sup>15</sup>	3,600	48,000				
Tennessee <sup>16</sup>	3,000	21,000				
Texas	10,707	91,866	8.58	-9.9	-9.5	+1.4
Utah	5,353	112,712	21.06	-1.5	-2	-32.1
Vermont	1,900	32,988	17.36	-5.3	-3.8	(*)
Virginia	5,832	54,823	9.40	-5	+1.1	-22.8
Washington	12,425	182,943	14.72	+6.0	+9.8	-30.0
West Virginia	10,994	97,501	8.87	+4.5	+2.3	+22.0
Wisconsin	<sup>7</sup> 36,017	<sup>7</sup> 880,679	22.57	-5	+12.8	-19.4
Wyoming	1,076	16,300	15.15	-6.7	+5	+4.8

<sup>1</sup> Data differ from those published for January-August 1940, because they exclude cases receiving medical care, hospitalization, and/or burial only, and total payments for such services to these cases and to cases also receiving money payments and/or assistance in kind. Allowances for medical care and hospitalization included in money payments are not excluded. They also differ from data published for months prior to 1940 which included cases receiving medical care only and total payments for medical care.

<sup>2</sup> From State and local funds. Represents money payments and assistance in kind; excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs.

<sup>3</sup> Not computed from October 1939 for number of cases because comparable data are not available for most States.

<sup>4</sup> Partly estimated. Does not represent total of State figures because data are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

<sup>5</sup> Excludes Kentucky, New Hampshire, South Dakota, and Tennessee, for which figures are estimated; Colorado, Indiana, New Jersey, New Mexico, and Wisconsin, for which cases receiving medical care, hospitalization, and/or burial only cannot be excluded; and Oklahoma (see footnote 13).

<sup>6</sup> Comparison for 32 States. In addition to States mentioned in footnote 5, Iowa, Massachusetts, Michigan, Minnesota, Mississippi, North Carolina, and Vermont are also excluded because comparable data are not available.

<sup>7</sup> Includes unknown number of cases receiving medical care only and total payments for medical care.

<sup>8</sup> Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for medical care, hospitalization, and burial.

<sup>9</sup> Not computed, because comparable data are not available.

<sup>10</sup> Estimated.

<sup>11</sup> Includes unknown number of cases receiving medical care and/or burial only, and total payments for medical care and burial.

<sup>12</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>13</sup> Includes 5,556 cases aided under program administered by the State board of public welfare, and 7,671 cases aided by county commissioners; duplication in cases aided believed to be large and average amount per case cannot be computed.

<sup>14</sup> State unemployment relief program only. In addition, \$55,000 is estimated as expended by local relief officials to 2,800 cases.

figures represent increases from September of 0.9 percent in the numbers of families and children and 2.1 percent in total payments. Compared with October 1939, the total numbers of families and children benefited in October of this year were 15.5 and 15.8 percent larger, respectively, and the total expended was 18.5 percent greater.

In October South Dakota was added to the States with approved plans for aid to dependent children. No payments were made for the month under the approved plan, but payments were continued under the locally financed program operated outside the scope of the Social Security Act. In addition to South Dakota there were 8 other States—Alaska, Connecticut, Illinois, Iowa, Ken-

tucky, Mississippi, Nevada, and Texas—in which aid to dependent children was administered without Federal participation. In these 9 States 14,500 families with 33,000 dependent children received payments amounting to \$347,000.

*Aid to the blind.*—In the 43 States administering aid to the blind under the Social Security Act, October payments to 48,500 recipients totaled \$1.1 million (table 8). The total number of persons aided was 0.5 percent above the September level, and aggregate expenditures were 1.0 percent higher. In the 41 States for which data are comparable for October 1939 and October 1940, the total number of recipients was 7.2 percent larger in October of this year, and the

**Table 5.—Special types of public assistance in States with plans approved by the Social Security Board, by months, January 1938–October 1940<sup>1</sup>**

[Data reported by State agencies, corrected to Nov. 15, 1940]

Year and month	Number of recipients <sup>2</sup>			Amount of obligations incurred for payments to recipients <sup>3</sup>				
	Old-age assistance	Aid to dependent children <sup>4</sup>		Aid to the blind	Total	Old-age assistance	Aid to dependent children <sup>5</sup>	
		Families	Children				Aid to the blind	
1938 total					\$494,797,140	\$390,402,054	\$83,427,846	\$10,967,240
January	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662	808,420
February	1,625,530	224,737	557,613	35,149	39,510,592	31,443,867	7,222,237	844,488
March	1,648,306	231,001	572,582	36,393	40,217,107	31,821,575	7,524,472	871,060
April	1,664,541	236,241	585,190	37,218	40,522,133	32,115,423	7,530,714	875,966
May	1,680,051	240,079	594,024	38,131	40,787,565	32,364,745	7,540,168	882,652
June	1,695,295	243,422	603,335	38,783	40,872,494	32,323,431	7,644,607	904,456
July	1,709,812	244,712	606,164	39,596	41,475,321	32,875,578	7,671,460	928,283
August	1,719,124	251,743	620,181	40,195	41,886,379	32,965,264	7,978,814	942,301
September	1,733,999	254,839	628,755	41,002	42,336,545	33,309,172	8,071,316	956,057
October	1,638,457	257,415	633,703	41,449	40,287,138	31,131,171	8,188,402	967,565
November	1,764,569	261,115	641,681	42,256	43,458,019	34,031,996	8,422,218	983,805
December	1,779,292	266,222	654,260	42,938	44,413,280	34,792,347	8,618,776	1,002,157
1939 total					554,764,131	431,130,053	111,183,281	12,450,797
January	1,700,055	273,687	670,040	43,355	44,969,281	35,058,634	8,900,364	1,010,283
February	1,802,296	282,108	686,532	43,740	45,260,728	35,173,297	9,067,661	1,019,770
March	1,815,913	284,262	689,046	43,968	45,440,052	35,242,039	9,173,357	1,024,656
April	1,832,586	282,009	683,888	44,240	45,281,113	35,354,391	8,899,963	1,026,759
May	1,835,246	285,692	691,663	44,161	45,244,883	35,253,819	8,968,982	1,022,082
June	1,845,040	297,344	717,989	44,579	46,166,438	35,852,753	9,278,766	1,034,914
July	1,860,550	298,627	720,134	44,897	46,601,353	36,240,775	9,325,066	1,035,512
August	1,874,000	298,915	720,460	45,255	46,824,105	36,431,580	9,349,336	1,043,189
September	1,887,459	299,707	722,209	45,308	47,014,370	36,565,702	9,402,706	1,045,962
October	1,896,535	300,026	722,040	45,437	46,971,735	36,390,582	9,528,637	1,052,516
November	1,905,968	299,995	722,967	45,608	47,334,832	36,681,658	9,500,872	1,062,302
December	1,911,330	301,823	730,195	45,861	47,655,241	36,884,818	9,697,571	1,072,822
1940								
January	1,925,258	311,783	753,697	46,080	49,409,442	38,255,752	10,073,662	1,080,028
February	1,929,936	315,772	763,079	46,299	49,877,121	38,583,706	10,207,885	1,085,520
March	1,935,704	320,667	774,560	46,520	49,893,933	38,388,082	10,413,621	1,092,230
April	1,944,957	325,348	784,880	46,865	50,189,963	38,550,422	10,539,364	1,100,177
May	1,956,614	329,179	793,278	47,174	50,413,658	38,717,600	10,589,750	1,106,308
June	1,970,507	333,011	801,733	47,576	51,068,096	39,263,252	10,686,131	1,118,713
July	1,989,167	336,283	811,160	47,808	51,611,214	39,701,860	10,791,224	1,118,130
August	2,003,926	339,632	820,529	48,103	52,041,070	39,992,831	10,920,477	1,127,762
September	2,019,620	343,296	828,888	48,322	52,251,414	40,099,450	11,026,704	1,125,260
October	2,037,427	346,493	836,152	48,599	53,316,268	40,925,296	11,233,952	1,137,020

<sup>1</sup> Data relate to programs administered under State plans approved by the Social Security Board and programs under State laws without Federal participation administered concurrently with similar programs under approved plans. See the *Bulletin*, July 1939, p. 52, for information for February 1938–December 1937.

<sup>2</sup> Represents for January 1938–August 1940 recipients of money payments, assistance in kind, and/or medical care, and for September 1940 and thereafter

recipients of money payments and/or assistance in kind. Excludes recipients of hospitalization and/or burial only.

<sup>3</sup> Includes estimates for Hawaii for January–May 1938.

<sup>4</sup> From Federal, State, and local funds; represents for January 1938–August 1940 money payments, assistance in kind, and payments for medical care, and for September 1940 and thereafter money payments and assistance in kind. Excludes cost of administration, hospitalization, and burial.

Table 6.—Old-age assistance in States with plans approved by the Social Security Board, by States, October 1940  
 [Data reported by State agencies, corrected to Nov. 15, 1940]

Social Security Board region and State	Number of recipients	Amount of obligations incurred for payment to recipients <sup>1</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 years and over <sup>2</sup>	
				September 1940 in —		October 1939 in —			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total	2,087,427	\$40,925,296	\$20.09	+0.9	+2.1	+7.4	+12.8	+256	
Region I:									
Connecticut	17,306	483,636	27.95	+4	+3.9	+4.1	+8.3	148	
Maine	13,427	279,399	20.81	-5	-4	+7.4	+8.2	156	
Massachusetts	86,518	2,474,665	28.60	+6	+9	+6.6	+7.3	262	
New Hampshire	6,215	131,325	21.13	+2.0	+2.6	(*)	+24.3	117	
Rhode Island	6,942	137,552	19.81	+3	+3	+3.5	+7.0	154	
Vermont	5,306	86,063	16.22	-1	+4	-4.8	+3	136	
Region II:									
New York	119,946	2,915,590	24.31	+2	+3.5	+5.9	+9.5	151	
Region III:									
Delaware	2,569	29,270	11.39	-2	(*)	-2.9	+8	122	
New Jersey	31,261	650,910	20.82	+2	+5	+4.6	+8.8	125	
Pennsylvania	99,496	2,178,763	21.90	+2	+8	+24.5	+27.5	160	
Region IV:									
District of Columbia	3,408	86,363	25.34	+1.2	+1.1	+2.6	+4.3	81	
Maryland	18,416	325,041	17.65	+4	+6	+3.9	+5.5	167	
North Carolina	36,735	370,573	10.09	+1.1	+1.1	+6.0	+7.9	126	
Virginia	19,242	190,088	9.88	+2.0	+2.3	+23.0	+26.6	127	
West Virginia	18,422	257,378	13.97	+4	+5	+3.8	+17.9	124	
Region V:									
Kentucky	52,801	468,559	8.87	+1.8	+2.1	+17.0	+19.8	285	
Michigan	76,060	1,268,581	16.68	+1.9	+2.1	-3.9	-2.6	260	
Ohio	130,318	2,985,341	22.91	+1.3	+1.5	+5.3	+6.0	270	
Region VI:									
Illinois	140,424	3,048,455	21.71	+4	+1.4	+2.7	+12.9	280	
Indiana	66,855	1,205,598	18.03	+3	+6	+2.1	+5.4	231	
Wisconsin	82,703	1,184,162	22.47	+7	+1.1	+8.2	+13.2	240	
Region VII:									
Alabama	20,024	185,755	9.28	+2	-6	+12.9	+6.4	181	
Florida	36,957	456,601	12.35	+1.0	+1.7	+1.6	+0.8	389	
Georgia	35,787	291,017	8.13	+4.6	+5.4	+58.1	+58.7	1275	
Mississippi	23,937	203,849	8.52	+2.9	+3.2	+20.5	+37.6	266	
South Carolina	17,840	142,755	8.00	-1.6	-3.1	-19.8	-21.7	1288	
Tennessee	40,235	406,228	10.10	(*)	(*)	+3.8	+4.4	1298	
Region VIII:									
Iowa	55,876	1,155,116	20.67	+3	+4	+5.2	+8.7	255	
Minnesota	62,818	1,324,319	21.08	-1	(*)	-5.0	-3.6	322	
Nebraska	28,266	542,944	19.21	+6	+16.0	+3.9	+37.6	288	
North Dakota	8,843	147,733	16.71	+6	+7	+3.0	-3.1	246	
South Dakota	14,891	288,995	19.41	+4	-2	+6.4	+19.8	355	
Region IX:									
Arkansas	23,515	168,004	7.14	+2.4	+1.9	+32.4	+57.3	1294	
Kansas	27,715	527,817	19.04	+8	+2.9	+9.3	+15.0	1229	
Missouri	104,370	1,564,763	14.99	+2.5	+2.2	+35.3	+7.1	335	
Oklahoma	74,373	1,322,710	17.78	+5	+6	+6.7	+7.9	625	
Region X:									
Louisiana	33,148	407,272	12.29	+2.7	+5.6	+10.4	+27.1	1441	
New Mexico	4,813	77,529	16.11	+1.1	+4.2	+22.8	+54.4	1533	
Texas	118,698	1,580,630	13.39	+3	+20.4	-1.9	+55.3	416	
Region XI:									
Arizona	8,353	233,351	27.94	+7	+8	+9.2	+15.3	491	
Colorado	18,416	1,274,241	30.65	+2	-2.9	+4.7	-7	513	
Idaho	9,037	201,719	22.32	+7	+1.0	+6.9	+11.0	312	
Montana	12,188	222,093	18.22	(*)	+7	-1	+1.6	393	
Utah	13,490	303,405	22.49	+4	+2	-2.2	+4.7	500	
Wyoming	3,440	81,778	23.77	+1	+3	+5.7	+8.2	345	
Region XII:									
California	148,175	5,616,462	37.90	+1.0	+1.0	+10.8	+28.3	322	
Nevada	2,302	61,058	26.52	-4	-4	+2.6	+2.5	384	
Oregon	19,352	413,608	21.38	+4.4	+4.4	-7.5	-7.6	230	
Washington	39,726	891,156	22.43	+6	+1.3	+1.7	+3.5	318	
Territories:									
Alaska	1,525	42,805	28.07	+9	+1.0	+16.9	+18.2	381	
Hawaii	1,795	23,181	12.91	+3	+8	+4.5	+22.8	180	

<sup>1</sup> Data differ from those published for January–August 1940, because they exclude recipients of medical care, hospitalization, and/or burial only and total payments for such services to these recipients and to recipients also receiving money payments and/or assistance in kind. Allowances for medical care and hospitalization included in money payments are not excluded. They also differ from data published for months prior to 1940, which included recipients of medical care only and total payments for medical care.

<sup>2</sup> From Federal, State, and local funds. Represents money payments and assistance in kind; excludes cost of administration.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 50 States; excludes New Hampshire for which data are not comparable on both recipients and obligations.

<sup>5</sup> Adjustments have been made for payments covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Hawaii, Kansas, Louisiana, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, and Wyoming.

<sup>6</sup> Not computed, because comparable data are not available.

<sup>7</sup> Increase of less than 0.1 percent.

<sup>8</sup> Decrease of less than 0.1 percent.

<sup>9</sup> Not comparable with rates published for June–September 1940. Revised rates are as follows: June, 424; July, 425; August, 427; September, 430.

<sup>10</sup> Includes \$109,606 incurred for payments to 3,581 persons 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

Table 7.—*Aid to dependent children in States with plans approved by the Social Security Board, by States, October 1940*<sup>1</sup>

[Data reported by State agencies, corrected to Nov. 15, 1940]

Social Security Board region and State	Number of recipients		Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per family	Percentage change from—						Number of recipients per 1,000 estimated population under 16 years <sup>3</sup>			
	Families	Children			September 1940 in—			October 1939 in—						
					Number of recipients		Amount of obligations	Number of recipients		Amount of obligations				
					Families	Children		Families	Children					
Total	346,403	836,152	\$11,253,952	\$32.48	+0.9	+0.9	+2.1	+15.5	+15.8	+18.5	428			
Region I:														
Maine	1,583	4,026	61,605	38.92	-.3	-.5	-.1	+10.5	+10.0	+13.2	17			
Massachusetts	12,452	30,933	717,509	57.62	+1.2	+6	+7	+15.2	+11.7	+13.2	428			
New Hampshire	638	1,615	28,457	44.60	-2.0	-2.4	-3.6	+10.6	+6.0	+18.3	12			
Rhode Island	1,250	3,534	57,202	45.76	-1.0	-.5	-.8	+8.8	+14.4	+7.7	20			
Vermont	617	1,745	20,242	32.81	+1.6	+8	+1.9	+30.7	+25.5	+41.9	17			
Region II:														
New York	35,140	69,135	1,619,472	46.07	-.9	-1.0	+1.0	-3.9	-4.3	-9.6	22			
Region III:														
Delaware	554	1,522	18,416	33.24	+1.8	+2.1	+2.5	+12.4	+25.2	+19.8	423			
New Jersey	11,236	25,253	350,301	31.18	-.1	(*)	+1	+3.7	+6.2	+8.3	22			
Pennsylvania	43,004	102,027	1,553,985	36.14	+2.8	+3.5	+2.6	+43.7	+47.0	+48.2	35			
Region IV:														
District of Columbia	938	2,809	35,152	37.48	-1.2	-.1	-.6	+1.8	+3.9	+1.1	22			
Maryland	7,145	19,116	223,238	31.24	(*)	-.1	-1.4	-1.4	-2.6	-1.0	42			
North Carolina	9,525	23,426	158,205	61.61	+5	+1	+6	+18.0	+12.3	+29.1	18			
Virginia	3,684	11,193	75,289	20.44	+4.1	+3.4	+3.7	+155.8	+140.1	+144.8	13			
West Virginia	8,299	22,714	193,799	23.35	+1.2	+1.0	+1.7	+13.1	+9.8	+35.6	36			
Region V:														
Michigan	19,914	48,245	809,463	40.65	+8	+3	+6.2	+41.7	+50.3	+53.6	436			
Ohio	10,971	29,857	434,919	39.64	+2.5	+1.4	+3.4	+7.7	+3.8	+12.6	417			
Region VI:														
Indiana	17,389	35,736	492,803	28.34	-.3	-4	-4	+2.2	+2.3	+4.8	39			
Wisconsin	12,497	28,599	469,500	37.57	+4	+4	+2.0	+6.2	+5.8	+8.3	32			
Region VII:														
Alabama	5,872	17,170	80,383	13.69	-.1	+4	-3.1	+8.5	+7.6	+9.7	17			
Florida	7,425	10,690	91,933	21.62	+2.9	+2.5	+2.3	+10.7	+10.4	+14.6	22			
Georgia	4,247	10,844	89,901	21.17	+2.8	+2.8	+3.9	+17.0	+11.5	+21.4	11			
South Carolina	2,923	8,738	47,805	16.35	+7	+1.0	-.1	-28.5	-27.5	-29.0	13			
Tennessee	14,329	36,234	264,689	18.47	+2	+1	+4	+46.4	+39.7	+48.1	39			
Region VIII:														
Minnesota	9,028	21,516	311,405	34.49	+8	+1	+1.4	+12.4	+10.4	+10.5	429			
Nebraska	5,548	12,351	174,241	31.41	+6	+5	+15.3	+9.0	+7.4	+40.9	32			
North Dakota	2,397	6,609	74,377	31.03	+2	-2	-2	+10.9	+9.5	+8.2	428			
South Dakota	(*)	(*)	(*)											
Region IX:														
Arkansas	5,710	14,575	80,312	14.07	+2.4	+1.9	+26.6	+43.9	+35.4	+150.0	21			
Kansas	6,435	14,998	185,645	28.85	-.1	+2	+9	+7.4	+10.8	+13.7	29			
Missouri	11,949	25,603	288,137	24.11	+3.3	+2.8	+3.5	+19.1	+21.6	+48.8	28			
Oklahoma	19,180	43,953	280,236	14.61	+7	+6	+9	+12.0	+12.3	+35.8	54			
Region X:														
Louisiana	13,876	38,533	343,161	24.73	+3.1	+2.7	+7.1	+24.0	+21.0	+43.9	57			
New Mexico	2,006	5,770	51,499	25.67	-.2	-.9	-.5	+16.6	+14.6	+33.4	40			
Region XI:														
Arizona	2,505	7,102	81,067	32.37	-1.2	-.5	-1.2	-.3	+4.1	+1.3	55			
Colorado	6,103	14,885	183,458	30.06	+4	+5	+6	+25.4	+26.2	+26.7	50			
Idaho	2,932	7,298	86,114	29.37	-.1	-1	+2	+11.1	+14.9	+19.7	447			
Montana	2,410	5,848	67,928	28.19	+3	+1	+9	+11.9	+16.1	+16.4	38			
Utah	3,625	9,276	133,250	36.76	+2.3	+3.2	+3.1	+10.4	+17.7	+15.0	53			
Wyoming	718	1,797	23,199	32.31	-.8	-1.0	-.8	+8	+1.8	+3.5	26			
Region XII:														
California	15,496	37,544	716,181	46.22	-.2	-.5	+2	+10.5	+8.9	+18.8	428			
Oregon	1,973	4,634	78,463	39.77	-.6	-1.2	-.7	+4.8	+8.5	+3.9	17			
Washington	4,935	11,741	156,185	31.65	-.2	-1	(1)	+3.3	+8.3	+10.5	430			
Territory:														
Hawaii	1,109	3,988	44,796	37.36	+1.0	+1.2	+3.2	+30.9	+24.9	+50.7	29			

<sup>1</sup> Data differ from those published for January–August 1940, because they exclude recipients of medical care, hospitalization, and/or burial only and total payments for such services to these recipients and to recipients also receiving money payments and/or assistance in kind. Allowances for medical care and hospitalization included in money payments are not excluded. They also differ from data published for months prior to 1940, which included recipients of medical care only and total payments for medical care.

<sup>2</sup> From Federal, State, and local funds. Represents money payments and assistance in kind; excludes cost of administration.

<sup>3</sup> Population as of July 1, 1939, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Includes an unknown number of children 16 years of age and over.

<sup>5</sup> Increase of less than 0.1 percent.

<sup>6</sup> Includes approximately 2,917 children 16 years of age and over. Rate per 1,000 excludes these children.

<sup>7</sup> Includes aid to dependent children administered under State law without Federal participation.

<sup>8</sup> In addition, in 66 counties payments amounting to \$15,254 were made from local funds without Federal participation to 851 families in behalf of 1,919 children under the State mothers'-pension law. Some families receiving aid from this source for October also received aid under State plan for aid to dependent children approved by the Social Security Board.

<sup>9</sup> Federal funds available, but no payments were made under approved plan for October.

<sup>10</sup> Includes 529 children 16 years of age and over. Rate per 1,000 excludes these children.

<sup>11</sup> Decrease of less than 0.1 percent.

total amount of obligations incurred was 8.8 percent greater.

In October 1940, \$722,000 was expended for aid to the blind in States in which this type of assist-

ance was administered without participation by the Federal Government. This amount was paid to 24,400 recipients in Illinois, Missouri, Nevada, and Pennsylvania.

**Table 8.—Aid to the blind in States with plans approved by the Social Security Board, by States, October 1940<sup>1</sup>**

[Data reported by State agencies, corrected to Nov. 15, 1940]

Social Security Board region and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 100,000 estimated population <sup>3</sup>	
				September 1940 in—		October 1939 in—			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total	48,525	\$1,135,963	\$23.41	+0.5	+1.0	+7.2	+8.8	49	
Region I:									
Connecticut	184	\$4,935	26.82	(*)	+4.3	+12.9	+15.0	11	
Maine	1,174	26,681	22.73	-1.2	-1.3	-5.6	-6.0	137	
Massachusetts	1,148	26,624	23.19	-1.0	-1.3	-1.4	+1.4	26	
New Hampshire	308	7,076	22.97	-1.6	-1.4	(*)	-1.7	60	
Rhode Island	65	1,175	18.08	(*)	(*)	(*)	(*)	10	
Vermont	152	3,254	21.41	-7	-6	-3.2	-7	40	
Region II:									
New York	2,886	71,628	24.82	+2	+1.9	+6.3	+8.5	22	
Region III:									
New Jersey	738	17,219	23.33	+1.2	+1.0	+14.1	+16.3	17	
Region IV:									
District of Columbia	222	5,784	26.05	+2.3	+2.9	+5.2	+6.5	35	
Maryland	687	14,628	21.29	+1.3	+1.7	+4.6	+5.2	41	
North Carolina	1,899	28,729	15.13	-2	-2	-1.8	+2	54	
Virginia	1,028	12,875	12.52	+9	+5	+13.5	+13.3	38	
West Virginia	823	14,578	17.71	+1	+5	+4.5	+14.1	44	
Region V:									
Michigan	1,023	23,615	23.08	+3.4	+10.7	+35.0	+32.0	21	
Ohio	3,984	78,280	19.65	+2	+5	+1.4	+1.9	59	
Region VI:									
Indiana	2,401	49,078	20.44	-2	-2	-2.0	+4	69	
Wisconsin	2,017	46,932	23.27	+1	+2	+1.4	+3.3	69	
Region VII:									
Alabama	608	5,412	8.90	(*)	-3	+10.9	+6.3	21	
Florida	2,424	31,620	13.04	+2	+9	+12.8	+19.4	145	
Georgia	1,253	12,990	10.37	+3.3	+4.5	+25.0	+29.4	41	
Mississippi	891	7,327	8.22	+4.7	+6.5	+41.4	+59.8	44	
South Carolina	776	8,321	10.72	-1.6	-2.4	-7.7	-9.2	41	
Tennessee	1,631	18,072	11.08	+9	+1.0	+9	+1.9	56	
Region VIII:									
Iowa	1,488	35,434	23.81	+5	+7	+4.0	+6.6	58	
Minnesota	934	24,741	26.49	+3	-1	+9.9	+11.1	35	
Nebraska	700	14,133	20.19	-1.1	-5	+9.2	+10.6	51	
North Dakota	215	4,661	21.68	+1.9	+8	+59.3	+68.4	30	
South Dakota	249	4,322	17.36	+2.5	+1.8	+9.2	+18.9	36	
Region IX:									
Arkansas	1,000	9,490	9.49	+2.1	+18.4	+57.0	+129.7	49	
Kansas	1,357	27,809	20.49	+2.7	+5.6	+18.3	+27.1	73	
Oklahoma	2,215	34,811	15.72	-4	+2	+2.7	+8.0	87	
Region X:									
Louisiana	1,114	17,159	15.40	+3.1	+5.9	+13.9	+28.4	52	
New Mexico	229	4,064	17.75	-2.1	-1.4	+9.0	+26.3	54	
Region XI:									
Arizona	369	9,955	26.98	-1.1	-2	+12.2	+19.0	90	
Colorado	601	16,615	27.65	-1.6	-1.0	(*)	-3.7	56	
Idaho	283	6,405	22.63	+7	+1.5	(*)	+5.4	57	
Montana	221	4,599	20.81	(*)	+3	+39.9	+41.4	41	
Utah	195	4,822	24.73	(*)	-5	-10.1	-14.9	38	
Wyoming	145	3,966	27.35	-1.4	-1.7	-4.0	-5.7	62	
Region XII:									
California	7,318	351,521	48.04	+4	+4	+8.7	+8.5	119	
Oregon	457	11,433	25.02	+9	+1.2	+2	-1.0	44	
Washington	1,044	32,108	30.75	+1.1	+1.5	+2.8	+4.5	63	
Territory:									
Hawaii	69	1,082	15.68	(*)	(*)	(*)	(*)	17	

<sup>1</sup> Data differ from those published for January-August 1940, because they exclude recipients of medical care, hospitalization, and/or burial only and total payments for such services to these recipients and to recipients also receiving money payments and/or assistance in kind. Allowances for medical care and hospitalization included in money payments are not excluded. They also differ from data published for months prior to 1940, which included recipients of medical care only and total payments for medical care.

<sup>2</sup> From Federal, State, and local funds. Represents money payments and assistance in kind; excludes cost of administration.

<sup>3</sup> Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 41 States; excludes Colorado and New Hampshire for which data are not comparable on both recipients and obligations.

<sup>5</sup> In addition, 74 blind individuals received \$1,057 from State and local funds only under program administered concurrently with program under approved plan; data for this program may include recipients of medical care only.

<sup>6</sup> No change.

<sup>7</sup> Not computed, because comparable data are not available.

<sup>8</sup> Not computed, because figures are too small for comparison.

<sup>9</sup> Includes aid to the blind administered under State law without Federal participation.

## STATISTICS BY STATES, SEPTEMBER 1940

In September smaller total amounts were earned on projects financed by the Work Projects Administration in 37 States. Total earnings of persons enrolled in the Civilian Conservation Corps decreased in all 49 States. The total sums earned under the out-of-school work program of the National Youth Administration declined in 27

States; payments were resumed under the student work program in 25 States. Reductions occurred in the total amounts earned on other Federal work and construction projects in 26 States. Smaller amounts of subsistence payments were certified by the Farm Security Administration in 30 States.

Beginning with September, data on general

**Table 9.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, September 1940<sup>1</sup>**

[In thousands]

State	Total	Obligations incurred for—			Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance				Civilian Conservation Corps	National Youth Administration		Other Federal work and construction projects		
		Old-age assistance	Aid to dependent children	Aid to the blind			Student work program	Out-of-school work program			
Total	\$249,848	\$40,034	\$11,323	\$1,839	\$28,505	\$732	\$16,828	\$94	\$4,791	\$3,341	\$352,361
Alabama	3,603	187	83	5	24	6	637	4	110	1,508	1,040
Arizona	1,075	231	82	10	51	42	139	0	15	359	145
Arkansas	2,587	165	63	8	25	2	662	5	70	1,238	349
California	18,731	5,561	715	350	2,520	98	486	17	200	5,059	3,725
Colorado	3,352	1,313	182	17	169	47	158	1	51	886	528
Connecticut	2,889	465	169	5	377	(*)	93	0	57	978	844
Delaware	400	29	18	—	22	(*)	20	0	9	154	148
District of Columbia	3,424	85	35	6	46	—	54	0	20	675	2,502
Florida	3,931	449	90	31	63	3	288	(*)	77	1,356	1,573
Georgia	3,376	276	87	12	45	2	588	1	114	1,730	521
Idaho	974	200	86	6	32	11	57	0	23	412	146
Illinois	16,907	3,006	164	230	3,535	9	817	(*)	313	6,516	2,315
Indiana	6,607	1,198	495	40	576	3	306	0	107	2,338	1,535
Iowa	3,314	1,150	62	35	371	3	165	1	86	1,044	396
Kansas	2,802	513	184	26	246	43	217	6	84	1,077	406
Kentucky	3,760	459	18	—	41	4	430	5	92	1,619	1,103
Louisiana	3,345	386	321	16	143	11	440	1	76	1,240	711
Maine	1,472	281	62	27	177	5	98	0	57	330	436
Maryland	2,671	323	226	14	185	3	133	0	49	801	937
Massachusetts	12,823	2,452	713	27	1,494	(*)	451	1	131	4,186	3,367
Michigan	8,350	1,242	762	21	1,048	8	511	0	185	3,822	752
Minnesota	5,380	1,324	307	25	643	10	379	0	95	2,037	561
Mississippi	2,621	198	11	7	3	2	478	6	89	1,047	791
Missouri	6,873	1,531	278	91	300	26	642	3	124	3,129	748
Montana	1,342	221	67	5	58	45	105	0	14	473	354
Nebraska	2,634	468	151	14	87	46	166	1	47	1,209	445
Nevada	374	61	3	(*)	7	(*)	15	1	4	92	189
New Hampshire	1,523	128	30	7	139	1	35	1	23	364	796
New Jersey	9,789	648	350	17	956	2	381	0	142	3,520	3,773
New Mexico	1,091	74	52	4	719	37	151	0	20	518	217
New York	27,346	2,817	1,604	70	7,097	5	914	(*)	523	9,330	4,085
North Carolina	3,260	367	157	29	35	9	474	0	125	1,638	426
North Dakota	1,085	147	75	5	34	9	166	0	24	483	143
Ohio	13,129	2,942	421	78	1,348	6	668	0	199	6,155	1,312
Oklahoma	4,467	1,315	278	35	68	26	647	10	108	1,524	457
Oregon	1,960	396	79	11	121	7	99	0	16	766	463
Pennsylvania	22,690	2,162	1,515	393	4,067	6	1,137	10	345	9,471	3,585
Rhode Island	2,014	137	58	1	214	(*)	70	0	24	621	889
South Carolina	3,191	147	48	9	19	14	344	0	88	1,458	1,064
South Dakota	1,301	289	31	4	45	83	163	0	26	460	200
Tennessee	4,229	406	264	18	418	2	881	16	118	1,382	1,425
Texas	7,617	1,320	1	—	101	54	1,038	1	287	3,273	1,543
Utah	1,294	303	129	5	113	4	62	(*)	17	487	174
Vermont	415	86	20	3	34	1	22	0	11	174	64
Virginia	4,274	186	73	13	54	5	465	3	105	1,051	2,321
Washington	5,014	880	156	32	167	12	194	0	54	1,334	2,186
West Virginia	2,668	236	191	15	95	4	284	2	88	1,537	196
Wisconsin	5,547	1,171	456	47	4781	10	366	0	139	2,327	251
Wyoming	551	82	23	4	16	8	36	0	9	153	221

<sup>1</sup> See footnotes to table I.

<sup>2</sup> Includes less than \$500 not distributed by States.

<sup>3</sup> Partly estimated; does not represent total of State figures because total payments for medical care, hospitalization, and burial are excluded.

<sup>4</sup> Includes total payments for medical care.

<sup>5</sup> Estimated.

<sup>6</sup> Less than \$500.

<sup>7</sup> Includes total payments for medical care, hospitalization, and burial.

<sup>8</sup> Includes total payments for medical care and burial.

<sup>9</sup> State unemployment relief program only. In addition, \$46,000 estimated as expended by local relief officials.

relief and the special types of public assistance exclude cases receiving medical care only and total payments for such care. Because of this change,<sup>1</sup> September data for States in which expenditures are made for medical care under these programs are not strictly comparable with data published

<sup>1</sup> For information concerning this change, see the *Bulletin*, November 1940, pp. 58-63.

for August. For purposes of comparison, payments for medical care have been excluded from August expenditures. General relief expenditures in September were lower than in August in 29 States. Total obligations incurred for old-age assistance were higher in September in 35 States, for aid to dependent children in 39 States, and for aid to the blind in 28 States.

**Table 10.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, September 1940<sup>1</sup>**

State	Recipients of special types of public assistance			Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs					
	Old-age assistance	Aid to dependent children				Civilian Conservation Corps	National Youth Administration		Other Federal work and construction projects		
		Families	Children				Student work program	Out-of-school work program			
Total	2,016,319	356,218	857,239	72,747	1,262,000	35,222	254,010	21,500	237,913	1,672,671	3,432,160
Alabama	19,987	5,878	17,103	608	2,494	222	9,614	1,575	5,876	34,202	10,584
Arizona	8,292	2,535	7,139	373	3,762	2,536	2,097	0	823	5,523	1,294
Arkansas	22,975	5,577	14,302	979	4,449	58	9,990	1,424	4,319	27,379	4,292
California	146,685	15,531	37,730	7,288	89,853	4,740	7,335	1,274	9,533	78,733	25,084
Colorado	41,504	6,078	14,811	611	13,478	2,202	2,388	186	2,551	16,961	4,426
Connecticut	17,243	1,400	3,200	228	14,662	1	1,400	0	2,440	16,445	7,029
Delaware	2,573	544	1,490	—	1,041	2	297	0	535	2,728	1,711
District of Columbia	3,368	949	2,813	217	1,884	—	811	0	1,065	10,717	16,327
Florida	36,579	4,134	10,429	2,418	9,862	110	4,351	152	5,190	26,750	18,391
Georgia	34,197	4,131	10,547	1,213	6,617	95	8,871	185	5,744	35,758	7,127
Idaho	8,978	2,934	7,272	281	2,169	341	853	0	906	7,058	1,430
Illinois	139,926	7,247	16,296	7,627	159,288	406	12,335	5	14,520	113,530	15,342
Indiana	66,684	17,448	35,880	2,407	43,110	127	4,624	0	5,564	43,840	11,505
Iowa	55,718	3,000	7,000	1,481	25,891	120	2,487	320	4,673	19,154	4,398
Kansas	27,497	6,440	14,973	1,321	17,197	2,352	3,275	1,015	4,291	20,170	4,731
Kentucky	51,842	290	1,995	—	5,400	48	6,493	1,311	4,615	35,035	9,564
Louisiana	32,286	13,456	37,521	1,080	9,673	410	6,644	306	3,294	26,088	7,095
Maine	13,491	1,588	4,046	1,188	8,515	188	1,483	0	1,672	5,707	4,848
Maryland	18,338	7,142	19,141	678	8,639	104	2,000	0	2,782	14,070	8,095
Massachusetts	85,996	12,305	30,734	1,160	58,163	8	6,808	143	6,198	65,518	23,628
Michigan	74,613	19,750	48,087	989	49,203	246	7,709	0	8,811	66,201	6,839
Minnesota	62,881	8,957	21,492	931	30,131	434	5,717	0	4,304	35,466	5,232
Mississippi	23,273	104	162	851	1,009	112	7,210	1,315	4,703	25,036	9,597
Missouri	101,825	11,569	27,834	3,655	24,400	1,418	9,693	940	6,997	56,832	7,728
Montana	12,184	2,402	5,845	221	3,813	1,819	1,585	0	647	8,225	2,597
Nebraska	28,102	5,517	12,285	708	8,688	2,548	2,502	403	2,564	20,416	4,769
Nevada	2,312	110	269	14	476	6	228	82	223	1,496	1,414
New Hampshire	6,091	651	1,655	313	6,354	16	523	300	1,080	6,093	5,691
New Jersey	31,195	11,242	25,250	729	7,435	73	5,750	0	6,712	58,666	27,712
New Mexico	4,762	2,010	5,820	234	2,237	2,100	2,283	0	984	9,121	2,086
New York	119,706	35,460	69,814	2,881	8227,796	175	13,798	55	23,111	142,471	27,535
North Carolina	36,353	9,475	23,402	1,903	5,086	142	7,151	0	6,242	37,983	5,584
North Dakota	8,791	2,393	6,623	211	2,582	634	2,501	0	1,129	9,516	1,407
Ohio	128,583	10,699	29,455	3,976	82,138	224	10,088	0	9,573	104,931	11,506
Oklahoma	74,030	19,041	43,672	2,224	15,132	1,008	9,759	3,213	6,627	35,746	4,505
Oregon	18,529	1,984	4,692	453	7,781	174	1,497	0	805	11,549	3,719
Pennsylvania	99,279	41,818	98,612	13,197	168,553	235	17,159	1,428	17,603	154,195	28,282
Rhode Island	6,922	1,262	3,551	66	10,7,261	4	1,062	0	1,188	10,967	5,833
South Carolina	18,134	2,904	8,651	789	2,152	449	5,192	0	5,276	27,204	9,510
South Dakota	14,839	1,873	4,138	243	3,340	5,039	2,462	0	1,198	9,491	2,234
Tennessee	40,244	14,301	36,183	1,617	1,2,900	35	8,763	4,473	6,818	32,171	12,546
Texas	118,299	85	1,230	—	11,885	2,619	15,666	181	14,485	73,758	16,208
Utah	13,441	3,544	8,987	195	5,436	132	937	82	812	7,766	1,594
Vermont	5,310	607	1,731	153	2,006	12	325	0	515	3,595	623
Virginia	18,871	3,538	10,821	1,019	5,860	105	7,013	760	5,607	25,046	20,439
Washington	39,498	4,946	11,749	1,033	11,724	406	2,930	0	2,699	22,287	13,806
West Virginia	18,342	8,201	22,497	822	10,522	134	4,288	462	3,453	29,687	2,045
Wisconsin	52,314	12,444	28,494	2,015	4,39,219	431	5,527	0	6,674	38,898	2,215
Wyoming	3,437	724	1,816	147	1,153	332	536	0	480	2,492	1,992

<sup>1</sup> See footnotes to table 2.

<sup>2</sup> Partly estimated; does not represent total of State figures because data are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only.

<sup>3</sup> Includes 1 person not distributed by State.

<sup>4</sup> Includes an unknown number of cases receiving medical care only.

<sup>5</sup> Estimated.

<sup>6</sup> Includes an unknown number of cases receiving medical care, hospitalization, and/or burial only.

<sup>7</sup> Includes an unknown number of cases receiving medical care and/or burial only.

<sup>8</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>9</sup> Includes 5,796 cases aided under program administered by State board of public welfare, and 9,336 cases aided by county commissioners; amount of duplication in cases aided believed to be large.

<sup>10</sup> State unemployment relief program only. In addition, 2,800 cases estimated to have been aided by local relief officials.

## STATISTICS FOR URBAN AREAS

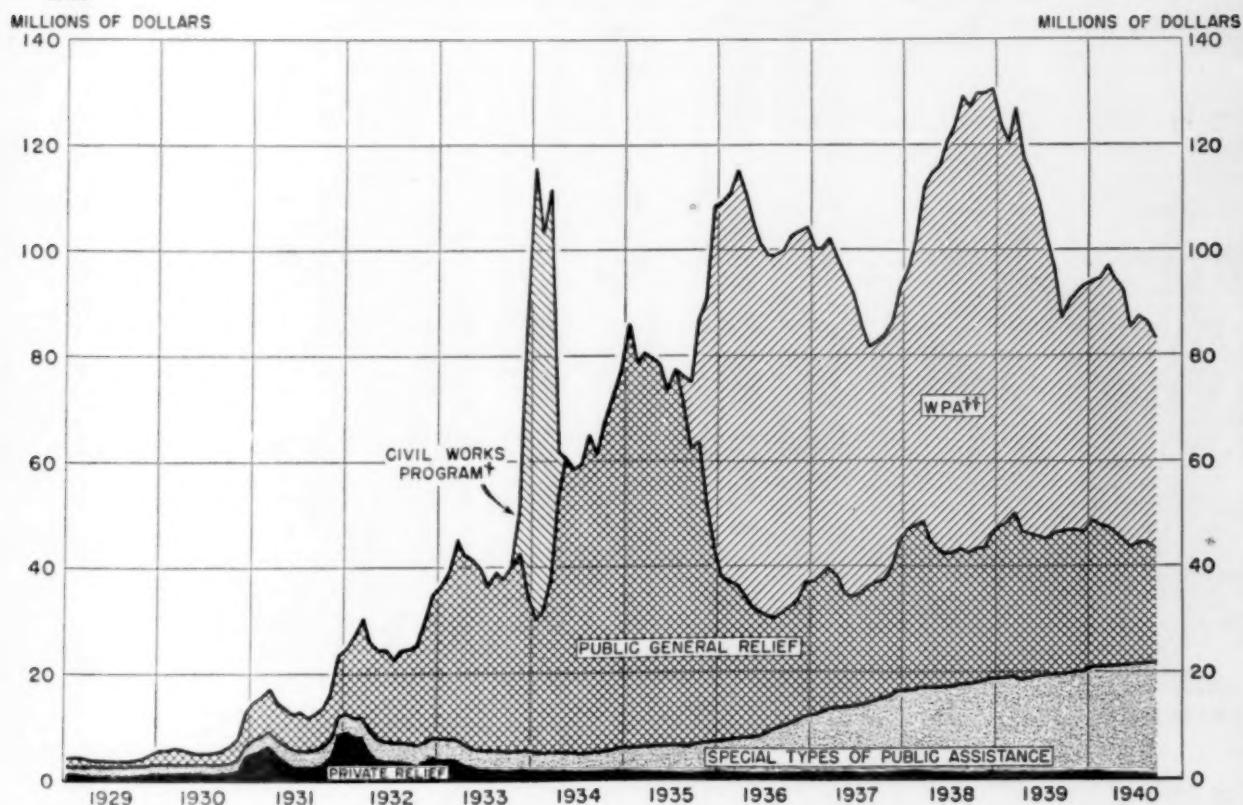
### Public and Private Aid in 116 Urban Areas September 1940

In September, aggregate expenditures in 116 urban areas in the United States for payments to recipients of the special types of public assistance, public general relief, and private assistance, and for earnings of persons employed on projects operated by the Work Projects Administration amounted to \$82.9 million (table 12). Excluded from these expenditures are all costs of administering the various programs and of materials, supplies, and equipment used on work projects. Data are not available for the urban areas on earnings of persons employed on WPA-financed projects operated by other Federal agencies and other Federal work and construction projects, earnings under the work programs of the National Youth Administration, or earnings of enrolled personnel in the Civilian Conservation Corps.

Of the total sum expended for public and private assistance and WPA earnings in September, the largest part—48.0 percent—was accounted for by earnings on WPA projects. Expenditures from public funds for general relief comprised 25.6 percent of the total, and total obligations incurred for old-age assistance, aid to dependent children, and aid to the blind represented an almost identical share—25.5 percent. Private assistance accounted for about 1 percent of aggregate payments.

The total amount spent for assistance and WPA earnings in September was 3.8 percent below the level of total payments for August. This decline reflects sizable decreases in the sums expended for earnings on projects operated by the WPA and for public general relief. The total amount earned by persons employed on WPA projects declined 4.9 percent to \$39.8 million, and

**Chart III.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration and under the Civil Works Program in 116 urban areas, January 1929-September 1940**



†Earnings of all persons employed under the Civil Works Program, including administrative staff.

††Earnings on projects operated by the WPA within the areas.

Table 11.—Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, September 1940

[Corrected to Nov. 20, 1940]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—		
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind <sup>3</sup>	WPA earnings <sup>4</sup>		August 1940	September 1939	
<b>Alabama:</b>												
Birmingham	County	\$375,917	\$375,362	\$8,268	\$20,241	\$22,408	\$777	\$323,668	\$555	-4.0	-21.4	
Mobile	do	191,830	191,066	1,086	7,555	2,032	135	180,237	764	+75.9	+83.2	
<b>California:</b>												
Los Angeles	do	5,601,757	5,579,679	1,354,947	2,256,919	240,419	167,807	1,559,497	22,078	-1.9	+2.3	
Oakland	do	1,035,079	1,031,907	132,983	316,664	50,125	24,716	507,419	* 3,172	-5.5	-12.6	
Sacramento	do	260,758	259,317	16,708	134,072	22,020	7,321	79,196	1,441	-6.0	+4.6	
San Diego	do	635,404	634,365	83,343	299,949	34,462	13,154	212,457	1,039	-4.9	+4.5	
San Francisco	do	1,444,869	1,423,972	272,567	425,941	57,238	26,444	641,782	20,897	+1	-2.8	
Colorado: Denver	do	702,554	699,675	67,906	362,807	61,169	4,259	203,474	2,879	-8.9	+11.8	
<b>Connecticut:</b>												
Bridgeport	City	168,840	166,641	* 36,075	36,711	6,327	567	86,961	* 2,199	-17.5	-10.6	
Hartford	do	259,026	249,030	* 87,184	56,137	5,927	1,042	98,740	9,996	+4	+12.4	
New Britain	do	63,935	63,700	* 7,403	13,211	2,337	130	40,619	235	+5.2	-26.2	
New Haven	do	230,137	226,603	* 58,864	54,240	6,823	1,018	103,658	3,534	-12.8	-14.9	
<b>Delaware: Wilmington</b>	County	168,782	166,527	20,359	18,289	11,151		110,728	* 2,255	+5.5	+10.9	
<b>District of Columbia: Washington</b>	City	745,187	730,550	46,374	85,754	35,352	5,621	557,449	* 14,637	-5.7	+10.9	
<b>Florida:</b>												
Jacksonville	County	249,359	248,614	6,451	46,483	8,961	3,230	183,489	745	-4	-25.4	
Miami	do	137,868	131,911	6,485	36,637	11,445	2,301	75,043	5,957	+2.4	-7.2	
<b>Georgia: Atlanta</b>	do	558,189	552,324	26,857	27,844	17,707	1,975	477,941	5,865	+7.1	-8.0	
<b>Illinois:</b>												
Chicago	do	6,921,191	6,848,181	2,510,604	1,218,887	77,015	68,506	2,973,079	73,010	-6.8	-6.1	
Springfield	do	296,526	294,801	51,477	52,703	2,100	0	188,521	* 1,725	+19.4	+21.6	
<b>Indiana:</b>												
Evansville	do	321,638	320,838	65,808	42,724	23,942	1,478	186,886	800	+32.3	-1.2	
Fort Wayne	do	198,235	196,435	24,178	45,142	21,355	1,380	104,380	1,800	+2.0	-12.7	
Indianapolis	do	587,945	580,012	70,304	135,219	71,071	6,434	296,984	7,933	-21.6	-25.6	
South Bend	do	224,753	224,350	37,832	41,613	21,141	1,098	122,675	394	-1.4	-13.6	
Terre Haute	do	271,118	269,957	28,724	58,020	22,846	2,107	158,260	* 1,161	+3.3	+5.1	
<b>Iowa:</b>												
Des Moines	do	434,017	433,252	72,913	95,957	3,952	6,051	254,379	765	-1.8	+4.2	
Sioux City	do	185,548	184,875	52,275	47,186	5,169	2,041	78,204	673	+3.2	+3.8	
<b>Kansas:</b>												
Kansas City	do	225,881	225,621	31,107	31,779	15,200	1,837	145,698	260	-21.2	+10.2	
Topeka	do	109,589	108,482	10,894	18,812	7,755	1,133	69,888	1,107	-2.0	+13.6	
Wichita	do	241,489	240,981	64,062	42,815	18,967	2,012	113,065	538	+13.0	+33.9	
<b>Kentucky: Louisville</b>	do	250,542	245,614	18,871	39,140	13,481		174,122	4,928	-23.9	-6	
<b>Louisiana:</b>												
New Orleans	do	823,543	813,719	51,278	71,963	104,649	5,636	580,163	* 9,824	-8.6	+7.3	
Shreveport	do	65,376	65,252	8,933	17,495	16,872	600	21,292	124	+2.7	+33.7	
<b>Maine: Portland</b>	City	113,115	112,595	14,608	19,211	4,621	1,266	72,880	520	+17.9	+34.0	
<b>Maryland: Baltimore</b>	do	750,103	735,567	162,767	162,722	133,619	9,484	266,975	14,536	-5.5	+10.2	
<b>Massachusetts:</b>												
Boston	do	2,203,395	2,136,878	435,504	449,587	252,420	8,289	991,078	66,517	-5.8	-2.3	
Brockton	do	225,883	221,679	36,684	60,552	8,141	442	115,860	4,204	+15.7	+15.8	
Cambridge	do	235,672	232,941	78,993	48,255	24,401	922	80,370	2,731	-18.2	-4.1	
Fall River	do	284,020	283,926	67,202	60,326	12,919	808	142,671	94	+12.4	+10.2	
Lawrence	do	157,909	157,328	33,578	46,937	6,380	595	69,838	581	-4.9	+6.4	
Lowell	do	253,158	251,653	62,312	70,716	15,806	836	101,983	1,505	-4.4	-11.7	
Lynn	do	245,908	243,257	55,910	76,746	10,826	742	99,033	2,651	-9.0	+3.4	
Malden	do	115,839	115,813	33,864	32,384	7,153	268	42,144	26	-18.9	+8.2	
New Bedford	do	305,187	304,079	48,041	81,241	13,388	1,050	160,359	1,108	+12.0	+13.8	
Newton	do	72,250	71,179	23,698	20,386	9,119	152	17,824	1,071	-3.7	-11.6	
Springfield	do	302,380	300,545	86,755	87,082	23,522	966	102,220	1,835	-2.1	-1.5	
Worcester	do	395,152	392,396	115,937	101,061	30,364	783	144,251	2,750	-3.3	-7.6	
<b>Michigan:</b>												
Detroit	County	2,931,148	2,915,913	742,629	245,906	339,965	4,766	1,582,647	* 15,235	-8.9	-13.8	
Flint	do	274,079	273,844	28,929	51,715	27,751	578	164,871	235	-14.8	-30.6	
Grand Rapids	do	395,910	395,405	43,447	99,089	28,593	1,644	222,632	* 505	+2.7	-11.9	
Pontiac	do	184,935	184,812	14,905	49,700	26,864	830	92,513	123	-4.5	-30.7	
Saginaw	do	131,033	130,568	13,269	28,475	18,782	698	69,344	465	-1.2	-17.2	
<b>Minnesota:</b>												
Duluth	do	517,054	512,336	118,538	100,313	34,238	2,708	256,539	4,718	-6.4	-13.4	
Minneapolis	do	1,141,074	1,134,865	260,268	285,981	56,534	5,589	526,493	6,200	-6.0	-9.2	
St. Paul	do	634,869	630,750	184,475	111,155	27,463	3,349	304,308	4,119	+6.4	+	
<b>Missouri:</b>												
Kansas City	do	671,478	662,508	89,209	173,260	20,092	9,700	370,238	* 8,970	-4.5	-12.5	
St. Louis	City and county	1,281,499	1,264,773	121,266	227,270	65,848	15,500	834,889	16,726	-3.9	-6.6	
Nebraska: Omaha	County	470,174	471,613	16,839	78,662	37,325	2,569	336,218	7,561	-3	+3.8	
<b>New Jersey:</b>												
Jersey City	City	233,305	232,846	97,386	27,262	26,297	1,198	80,703	* 459	-9.6	-36.6	
Newark	do	892,030	899,490	362,764	66,458	65,799	2,560	391,909	2,540	-5.0	-19.0	
Trenton	do	173,333	171,810	38,853	18,082	14,400	830	99,645	1,523	-1.2	+5.8	

See footnotes at end of table.

Table 11.—Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, September 1940—Continued

[Corrected to Nov. 20, 1940]

State and city	Areas included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind <sup>3</sup>	WPA earnings <sup>4</sup>		August 1940	September 1939
New York:											
Albany	City	\$107,464	\$106,133	\$31,707	\$18,145	\$5,905	\$901	\$49,385	\$1,331	-22.7	-20.0
Buffalo	County	1,068,813	1,088,438	518,437	105,039	60,306	3,547	401,109	10,375	-3	-18.1
New Rochelle	City	81,013	80,802	47,732	12,518	8,847	0	11,705	211	-12.0	-11.4
New York	do	15,910,516	15,693,384	5,984,043	1,532,869	1,133,101	43,291	7,000,080	* 217,132	-3.6	+1.9
Niagara Falls	do	72,954	72,461	37,636	8,750	7,369	156	18,550	493	-3.2	-20.2
Rochester	do	574,716	571,933	266,938	117,863	45,190	2,713	141,229	2,783	+2.5	-8.2
Syracuse	County	408,247	405,110	165,479	76,905	19,289	1,307	142,130	3,137	-2.3	-9.8
Utica	City	134,794	132,666	44,107	30,175	12,867	333	45,184	2,128	+3	-7.6
Yonkers	do	211,576	210,347	97,035	19,859	18,740	511	74,202	1,229	-4.4	-6.8
North Carolina:											
Asheville	County	114,857	114,857	1,997	13,757	6,758	924	91,421	-----	+7.0	+2.1
Charlotte	do	95,489	95,022	3,880	17,839	7,975	1,379	63,949	467	-16.4	+11.4
Greensboro	do	89,272	89,201	3,176	17,039	8,800	1,258	58,928	71	+6.0	+10.6
Winston-Salem	do	106,950	105,796	8,564	14,922	7,569	928	73,813	1,154	-19.0	+3.7
Ohio:											
Akron	do	694,608	691,998	104,155	87,464	14,274	1,770	484,235	2,710	-1.3	-16.5
Canton	do	305,164	304,922	63,516	93,860	12,449	1,911	166,186	424	-4.1	-20.4
Cincinnati	do	1,004,205	990,934	230,215	209,627	38,591	5,002	507,499	13,271	+2.7	-3.1
Cleveland	do	2,423,547	2,388,670	579,151	257,174	106,400	8,992	1,436,944	34,877	-4.5	-21.7
Columbus	do	697,332	695,031	89,888	187,731	21,605	6,575	389,142	2,301	-2.2	-4.2
Dayton	do	466,399	464,785	77,952	134,263	12,371	2,460	237,739	1,614	+1	-10.5
Springfield	do	138,977	138,379	7,076	55,027	4,899	1,277	70,610	598	-1.6	-3.1
Toledo	do	676,963	676,475	76,429	143,973	16,616	4,562	434,955	488	-5.4	-21.5
Youngstown	do	285,866	285,561	42,752	54,742	12,567	3,467	172,033	305	-4.3	-16.9
Oklahoma: Tulsa	do	197,554	193,398	4,230	89,742	21,681	3,012	74,733	4,156	-2.9	-1.7
Oregon: Portland	do	551,055	549,695	87,774	153,002	25,049	4,809	288,517	1,360	+1.9	+5.8
Pennsylvania:											
Allentown	do	175,439	174,806	17,524	23,621	12,443	6,037	115,181	633	-5.0	-3.8
Altoona	do	353,207	353,140	32,128	32,824	25,095	6,676	256,417	67	+27.6	+24.5
Bethlehem	do	193,840	193,198	20,187	25,651	13,630	5,544	128,186	642	-4.3	-4.9
Chester	do	207,082	205,908	21,406	34,146	20,701	8,089	121,476	1,174	-2.7	-15.2
Erie	do	271,421	271,268	43,265	51,361	27,010	8,115	141,517	133	-2.5	-15.5
Johnstown	do	415,608	415,271	53,093	37,429	35,043	7,787	281,919	337	+22.4	-12.0
Philadelphia	do	3,726,965	3,688,376	1,443,552	512,498	483,894	75,521	1,172,911	* 38,589	-10.0	-5.7
Pittsburgh	do	3,095,944	3,079,437	773,209	288,173	215,881	38,840	1,763,334	16,507	+5.8	-4.5
Reading	do	360,723	359,592	49,499	43,735	17,528	9,887	238,943	1,131	+1.2	+12.7
Scranton	do	814,269	811,331	293,945	71,619	61,363	11,342	373,062	* 2,938	-6.9	-5.6
Wilkes-Barre	do	994,451	993,151	330,998	83,683	79,436	15,931	493,103	1,300	-7.6	-10.5
Rhode Island: Providence	City	402,730	397,932	139,419	62,938	21,143	674	173,758	4,818	-9.2	+1.9
South Carolina: Charleston	County	163,273	162,846	2,598	8,630	4,248	726	146,644	427	+10.8	+13.1
Tennessee:											
Knoxville	do	154,213	154,213	1,685	17,919	21,001	798	112,810	-----	+4.4	+46.4
Memphis	do	249,768	246,382	1,818	50,777	25,280	3,131	165,376	3,386	-4.1	-24.9
Nashville	do	213,547	212,109	1,722	41,903	27,670	2,580	138,234	1,438	-18.0	+12.6
Texas:											
Dallas	do	375,717	373,363	19,510	86,962	731	-----	266,160	2,354	+20.6	+25.5
El Paso	do	80,414	80,003	230	9,482	-----	-----	70,291	411	-36.0	+6.5
Fort Worth	do	264,574	264,175	13,369	61,020	-----	-----	189,786	* 399	-7.6	-12.9
Houston	do	259,385	256,178	22,169	68,482	-----	-----	165,527	3,207	-2.1	-9.4
San Antonio	do	289,028	285,118	67,173	22,169	-----	-----	217,945	* 3,910	-29.2	+7.1
Utah: Salt Lake City	do	384,785	383,095	66,190	108,808	49,660	1,049	156,788	* 1,600	(1)	-5.5
Virginia:											
Norfolk	City	92,582	91,249	3,112	10,335	4,908	875	71,920	1,333	+8	+28.6
Richmond	do	177,576	172,086	12,217	14,865	8,714	1,112	135,178	5,490	-25.5	+42.3
Roanoke	do	28,158	28,158	1,538	5,037	3,120	467	17,976	-----	+2.1	+37.1
Washington:											
Seattle	County	673,414	668,172	82,931	240,330	39,622	8,297	295,992	* 5,242	-16.5	-9.6
Tacoma	do	294,123	294,123	21,380	98,849	17,698	2,607	153,580	-----	-7.9	-22.2
West Virginia: Huntington	do	131,504	130,924	6,805	12,082	6,348	800	104,820	580	+19.2	-3.4
Wisconsin:											
Kenosha	do	156,871	156,699	37,681	29,253	17,553	1,350	70,862	172	-1.7	-8
Madison	do	218,099	217,765	30,134	50,980	28,134	1,112	107,405	334	-4.4	-3.6
Milwaukee	do	1,551,667	1,539,243	405,138	241,726	101,230	9,465	781,684	12,424	-2.1	-8.5
Racine	do	137,928	137,459	24,133	31,229	20,840	979	60,278	469	-3.8	-21.5

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care. Data for assistance programs differ from those for months prior to January 1940, because they include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

<sup>2</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>3</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>4</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>5</sup> Includes direct and work relief and aid to veterans.

<sup>6</sup> Includes estimate.

<sup>7</sup> Includes Fulton and DeKalb Counties.

<sup>8</sup> Estimated.

<sup>9</sup> Incomplete, since figures are not obtainable for 1 relief program.

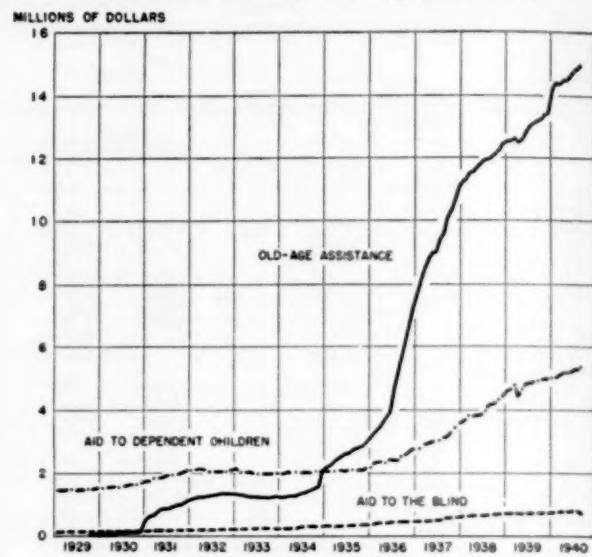
<sup>10</sup> Decrease of less than 0.1 percent.

aggregate payments from public funds for general relief dropped 6.1 percent to \$21.2 million. Total obligations incurred for payments to recipients of the special types of public assistance increased 0.7 percent to \$21.2 million. Expenditures for old-age assistance and aid to dependent children moved upward 0.5 and 1.2 percent, respectively, but payments for aid to the blind declined slightly. The total amount spent for assistance from private funds was 2.0 percent smaller than in August.

Reductions in total expenditures in about two-thirds of the 116 urban areas contributed to the downward movement from August to September in total payments for all areas combined (table 11). The declines amounted to 10 percent or more in 19 of the 78 areas in which smaller aggregate sums were expended in September. Of the 38 areas with larger total expenditures, there were 13 with increases of more than 10 percent.

The total amount spent for public and private assistance and WPA earnings in the 116 urban areas in September 1940 was 4.8 percent less than the total expended in the same month of 1939. This decrease was attributable mainly to a reduction of 21.1 percent in total expenditures for public general relief, although WPA earnings and private assistance also declined. Aggregate earnings of persons employed on WPA-operated projects were 1.8 percent lower than in September

Chart IV.—*Special types of public assistance in 116 urban areas, January 1929-September 1940*



1939, and total payments for private assistance were 9.2 percent smaller. On the other hand, total obligations incurred for the special types of public assistance were 12.0 percent greater in September of this year. Payments for old-age assistance showed the largest expansion—13.5 percent. Expenditures for aid to dependent children were 9.0 percent higher, and obligations incurred for aid to the blind 5.3 percent larger.

Table 12.—*Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration in 116 urban areas, September 1940*

[Corrected to Nov. 20, 1940]

Type of funds	Amount <sup>1</sup>	Percentage change from—		Percentage distribution—		
		August 1940	September 1939	September 1940	August 1940	September 1939
Total	\$82,944,430	-3.8	-4.8	100.0	100.0	100.0
Public	82,157,629	-3.8	-4.8	99.1	99.1	99.0
General relief <sup>2</sup>	\$21,225,057	-6.1	-21.1	25.6	26.2	30.8
Special types of public assistance <sup>3</sup>	21,159,884	+7	+12.0	25.5	24.4	21.7
Old-age assistance	15,007,187	+.5	+13.5	18.1	17.3	15.2
Aid to dependent children	5,380,979	+1.2	+9.0	6.5	6.2	5.7
Aid to the blind <sup>4</sup>	771,718	-.3	+5.3	.9	.9	.8
WPA earnings <sup>5</sup>	39,772,688	-4.9	-1.8	48.0	48.5	46.5
Private <sup>6</sup>	7,786,801	+2.0	+9.2	.9	.9	1.0

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care. Data for assistance programs differ from those for months prior to January 1940, because they include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

<sup>2</sup> Includes direct and work relief and aid to veterans administered on basis of need.

<sup>3</sup> Includes \$5,648 administered by private agencies.

<sup>4</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>5</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>6</sup> Includes direct and work relief and aid to veterans.

<sup>7</sup> Includes \$1,603 administered by public agencies. Includes estimate of \$137,907 of which \$132,687 represents expenditures of agencies for which monthly reports are not available.

<sup>8</sup> Based on data from agencies reporting monthly.

## General Relief Operations of Public Agencies in Selected Large Cities, October 1940

Reports on general relief operations in October received from public agencies in 19 large cities indicate a general reduction in the number of cases and at the same time an increase in the volume of applications and in relief expenditures. A complete explanation of these apparently contradictory changes would require, along with other interpretative data, detailed knowledge of the characteristics of relief recipients which influence the impact of changes in employment and business conditions on the relief load.

*Improved business conditions affect relief loads.*—That the persistence of the decline in relief loads reflected in the October reports continues to be caused in part by improving business conditions is indicated by the fact that, in 14 of the 17 cities from which data are received, more cases were closed because regular employment was obtained than were opened because of loss of such employment (tables 14 and 15). In all cities transfers from general relief rolls to WPA exceeded the reverse movement. Although transfers to the WPA program are largely influenced by conditions affecting that program, in some part the shifting of general relief cases to WPA rolls was

made possible by separation from WPA rolls of workers obtaining regular employment. In three cities—Buffalo, Newark, and Philadelphia—regular employment was a more important factor than WPA employment in effecting a reduction in case load.

*Administrative policies affect reduction in relief rolls.*—Changes in administrative policies and agency practice augmented the effect of improved business conditions and transfer to WPA in closing large numbers of relief cases in some of the cities. The special policy of handling single persons begun in September by the Cleveland relief agency has been a factor in the 17-percent reduction in case load from September to October. All single persons were required to reregister for relief and were examined for employability. Relief was discontinued after 2 weeks' notice for all those found to be employable. After the completion of the reregistration of single persons, it is planned to investigate cases of childless couples for the presence of an employable person.

Similarly, a case review by the California State Relief Administration was effective in reducing the number of cases receiving assistance in Los Angeles and San Francisco. During October recipients were notified that further assistance would be discontinued unless they reapplied and

Table 13.—Number of cases receiving general relief, amount of relief, and average amount per family and one-person case in selected cities, October 1940<sup>1</sup>

City	Number of cases receiving relief	Amount of relief <sup>2</sup>	Average amount		Percentage change from September in—	
			Per family case	Per one-person case	Number of cases	Amount of relief
Baltimore	6,510	\$153,655	(1)	(1)	-3.5	-1.6
Boston	15,422	379,200	\$28.14	\$19.00	-4	+1.8
Buffalo <sup>3</sup>	15,639	599,837	\$47.78	\$21.00	-1	+17.3
Chicago	78,482	2,562,426	(1)	(1)	-6	+8.5
Cincinnati <sup>4</sup>	7,281	177,863	27.57	17.06	-3.3	-1
Cleveland	17,140	425,498	31.77	14.85	-17.2	-5.9
Detroit	16,953	658,711	(1)	(1)	-6.1	+9.8
District of Columbia <sup>5</sup>	1,975	48,787	30.22	19.14	+4.8	+6.2
Los Angeles <sup>6</sup>	41,847	1,229,868	37.43	16.45	-4.0	-9.0
Milwaukee <sup>7</sup>	18,004	476,723	33.32	13.46	-2	+18.8
Minneapolis	10,448	246,855	28.72	17.22	+2	+6.2
Newark	11,496	310,941	32.09	18.53	-6.0	-8.2
New Orleans	2,709	56,292	26.54	17.16	+10.4	+9.8
New York	151,892	5,883,923	\$45.01	\$27.86	+2	-2
Philadelphia	52,916	1,540,013	(1)	(1)	-4.1	+8.9
Pittsburgh <sup>8</sup>	30,423	814,523	(1)	(1)	-3.9	+8.1
Rochester	7,223	284,354	\$45.66	\$10.49	+2.9	+20.2
St. Louis	16,384	116,982	21.25	9.53	+2.7	+2.5
San Francisco	8,934	226,907	37.35	18.77	-7.8	-13.5

<sup>1</sup> Data differ from those published for January-August 1940, because they exclude cases receiving medical care, hospitalization, and/or burial only and total payments for such services to these cases and to cases also receiving money payments and/or assistance in kind. They also differ from data published for months prior to 1940 which included cases receiving medical care only and total payments for medical care.

<sup>2</sup> Excludes cost of administration; of medical care, hospitalization, and burial; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs.

<sup>3</sup> Not available.

<sup>4</sup> Figures relate to entire county in which city is located.

<sup>5</sup> Includes cases receiving medical care only, in number believed by State agency to be insignificant.

<sup>6</sup> Based on data which are estimated to exclude obligations incurred for medical care, but not cases receiving medical care only; see footnote 5.

<sup>7</sup> Includes cases receiving aid from special departments.

<sup>8</sup> Accepts only unemployable cases.

<sup>9</sup> Includes duplications, since in some cases relief was granted more than once during month.

<sup>10</sup> Excludes 911 shelter cases receiving \$5,238.

were reinvestigated under the regular intake procedure of the State Relief Administration. A significant number of cases reapplying were found to be ineligible for relief and were closed.

*Expenditures and applications increase.*—More relief funds were expended in October than in September in 12 of the 19 cities (table 13). This increase probably may be attributed largely to increased needs of a seasonal nature. Comparison of amounts of relief paid in this month with those paid in October 1939, however, indicates a reduction in 15 of the cities.

An increase from September in the number of applications received occurred in 11 cities (table 16). A partial explanation for this increase is the fact that there were more business days in October than in September. Another possible explanation lies in the characteristics of the recipients of relief. Most of the large-city agencies furnish relief to cases without employable persons as well as to

those with employable persons. Movement in applications and case loads of the large-city relief agencies is the resultant of the behavior of these two types of cases. Changes in these two groups may be parallel, as in Philadelphia and Pittsburgh this month, where transfers of relief cases to special types of public assistance coincided with a favorable net movement to regular employment. On the other hand, movement of the two types of cases may be opposed—applications from cases having no employable person may increase at the same time that cases with employable persons decrease. This type of change, however, cannot be affirmed without classification of the characteristics of persons applying for assistance. Data on the employability of persons applying for and receiving relief are always of interest, but the need for such interpretative data becomes particularly acute at times of marked changes in employment and business conditions.

Table 14.—*Reasons for opening general relief cases in selected cities, October 1940*

City	Cases opened		Accession rate <sup>1</sup>	Percent opened for specified reason			
	Number	Percentage change from September		Loss of regular employment	Loss of WPA employment	Cessation of unemployment benefits	All other reasons
Baltimore	629	-23.9	10.5	17.4	2.0	—	80.6
Boston	1,073	-1.6	8.0	35.9	9.9	0.4	30.8
Buffalo <sup>2</sup>	893	+18.0	5.6	35.5	3.6	2.7	58.2
Chicago	6,038	+1.3	6.7	16.8	55.9	5.2	22.1
Cincinnati <sup>3</sup>	778	+26.9	10.1	7.6	16.8	1.6	74.0
Cleveland	783	+6.4	3.8	21.4	29.8	1.8	47.0
Detroit	2,014	-12.2	11.7	14.0	19.4	2.7	63.9
District of Columbia <sup>4</sup>	254	+38.8	12.1	—	—	—	100.0
Los Angeles <sup>5</sup>	4,565	-6.4	11.9	(1)	19.2	(1)	(1)
Milwaukee <sup>6</sup>	2,339	+16.2	14.9	21.0	6.9	.8	71.3
Minneapolis	1,545	+28.4	15.5	24.2	11.2	2.1	62.5
Newark	633	-14.3	5.7	28.0	17.2	1.7	53.1
New Orleans	109	-24.3	4.4	—	—	—	100.0
New York	6,543	-5.4	4.5	25.3	17.5	9.1	48.1
Philadelphia	3,803	+5.0	7.7	31.4	32.2	3.4	33.0
Pittsburgh <sup>7</sup>	2,831	+15.8	10.2	37.4	26.7	8.4	27.5
Rochester	547	+14.7	7.4	40.2	5.1	3.9	50.8
St. Louis <sup>8</sup>	985	+10.4	14.2	19.2	36.1	1.2	43.5
San Francisco	1,280	+11.9	15.8	(1)	6.5	2.8	(1)

<sup>1</sup> Cases opened as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> Includes cases opened because of insufficient earnings.

<sup>3</sup> Figures relate to entire county in which city is located.

<sup>4</sup> Accepts only unemployable cases.

<sup>5</sup> Not available.

<sup>6</sup> Figures include cases receiving shelter care.

Table 15.—Reasons for closing general relief cases in selected cities, October 1940

City	Cases closed		Separation rate <sup>1</sup>	Percent closed for specified reason						
	Number	Percentage change from September		Regular employment obtained	Increased earnings or income	Transfer to the WPA	Receipt of unemployment benefits	Receipt of old-age retirement and survivors benefits	Transfer to special types of public assistance	All other reasons
Baltimore	751	-0.1	12.3	12.7	1.1	22.1	0.4	0.1	6.5	57.1
Boston	2,903	+155.5	21.6	22.2	38.3	8	—	—	5.0	13.7
Buffalo <sup>2</sup>	1,074	-11.2	6.8	46.6	17.3	17.5	1.4	—	1.9	15.3
Chicago	6,910	-33.7	7.7	19.7	4.6	59.4	.5	(0)	3.1	12.7
Cincinnati <sup>3</sup>	1,042	+4.2	13.6	15.8	1.9	27.9	.8	—	4.1	49.5
Cleveland	2,833	+82.7	13.7	17.0	2.8	26.6	.6	.1	1.1	49.8
Detroit	3,782	+35.8	22.0	23.6	4.4	51.5	1.0	—	2.2	17.3
District of Columbia <sup>4</sup>	138	-5.5	6.6	13.8	16.7	3.6	—	—	25.3	40.6
Los Angeles <sup>5</sup>	8,098	+43.2	21.2	16.1	1.8	40.7	1.3	.1	3.5	36.5
Milwaukee <sup>6</sup>	3,089	+32.5	19.6	26.5	2.6	20.4	.8	(0)	2.3	47.4
Minneapolis	1,548	+9.0	15.6	15.0	5.5	26.3	1.0	—	1.9	50.3
Newark	1,356	-4.8	12.2	33.1	2.4	25.5	2.7	1.8	2.8	31.7
New Orleans	368	(0)	15.0	1.9	3.3	7.9	—	—	3.5	83.4
New York	7,347	+19.7	5.0	34.0	11.1	27.9	2.3	.2	5.0	19.5
Philadelphia	6,016	-7.0	12.2	37.5	8.4	22.3	2.3	(0)	14.1	15.4
Pittsburgh <sup>7</sup>	4,604	+12.7	16.6	24.3	6.7	42.9	2.3	—	13.2	10.6
Rochester	488	+9.9	6.6	45.3	15.4	16.4	2.6	—	4.9	15.4
St. Louis <sup>8</sup>	1,000	+60.0	14.4	10.9	.1	61.2	.8	—	12.8	14.2
San Francisco	2,488	+69.4	30.7	6.7	1.2	41.7	1.0	(0)	1.9	47.5

<sup>1</sup> Cases closed as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> Includes cases transferred to the NYA and CCC.

<sup>3</sup> Figures relate to entire county in which city is located.

<sup>4</sup> Less than 0.1 percent.

<sup>5</sup> Accepts only unemployable cases.

<sup>6</sup> Increase. Percentage change not computed, because less than 100 cases closed in September.

<sup>7</sup> Figures include cases receiving shelter care.

Table 16.—Applications received by agencies administering general relief in selected cities, October 1940

City	Pending at end of September	Received during October		Total during October	Disposed of during October			Pending at end of October	
		Number	Percentage change from September		Total	Accepted for general relief	Not accepted for general relief		
							Number	Percent	
Baltimore	227	930	-13.6	1,157	919	639	1,280	30.5	238
Boston	81	1,219	+4.2	1,300	1,217	1,073	144	11.8	83
Buffalo <sup>1</sup>	407	1,720	+16.5	2,127	1,692	803	799	47.2	435
Chicago	7,560	5,585	-24.3	13,145	8,534	6,038	12,496	29.2	4,611
Cincinnati <sup>2</sup>	161	1,745	+11.7	1,906	1,784	778	1,006	56.4	122
Cleveland	918	1,501	+4.2	2,419	1,277	783	494	38.7	1,142
Detroit	1,181	4,255	-18.2	5,436	4,304	2,014	2,380	54.2	1,042
District of Columbia <sup>3</sup>	205	630	+33.2	835	633	254	379	59.9	202
Los Angeles <sup>4</sup>	1,804	13,829	+16.2	15,633	13,618	4,565	19,033	66.5	2,015
Milwaukee <sup>5</sup>	150	2,805	+13.1	2,955	2,836	2,339	497	17.5	119
Minneapolis	510	2,241	+28.6	2,751	2,116	1,545	571	27.0	635
Newark	309	910	-11.6	1,219	976	633	343	35.1	243
New Orleans	4,101	442	-12.8	4,543	618	109	509	82.4	3,925
New York	5,097	12,946	-5.9	18,043	13,393	6,543	6,850	51.1	4,650
Philadelphia	1,553	6,360	-1.5	7,913	6,645	3,803	2,842	42.8	1,268
Pittsburgh <sup>6</sup>	1,087	4,352	+17.4	5,439	4,218	2,831	1,387	32.9	1,221
Rochester	106	1,000	+16.3	1,106	941	547	394	41.9	165
St. Louis <sup>7</sup>	678	1,414	-1.0	2,092	1,586	985	601	37.9	506
San Francisco	184	4,560	+39.9	4,744	4,123	1,280	12,843	60.0	621

<sup>1</sup> Includes cases accepted for other types of assistance.

<sup>2</sup> Figures relate to entire county in which city is located.

<sup>3</sup> Accepts only unemployable cases.

<sup>4</sup> Figures represent combined reports of 2 agencies—1 administering relief

to employable cases and 1 relief to unemployable cases. May include duplications because some cases may have applied to both agencies during month.

<sup>5</sup> Figures include cases receiving shelter care.

# OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

## CLAIMS EXPERIENCE, JANUARY-OCTOBER 1940

The total amount of benefit payments certified in the first 10 months of 1940 under the old-age and survivors insurance program exceeded \$27 million. This amount includes approximately \$20 million in monthly benefits to aged workers and their dependents and to survivors of deceased workers; the remaining \$7 million consists of lump-sum death payments in cases in which no survivor of a deceased worker could immediately become entitled to monthly benefits.<sup>1</sup> The amount of monthly benefits certified during October exceeded \$4 million, and about one-half million dollars of monthly benefits are being added each month under the rapidly expanding program.

In analyzing the claims for benefits which have been received and allowed during the first 10 months of operations, no attempt is made to discuss the future or long-range aspects of the program. At this early period no conclusions can, or should, be drawn concerning future operation of the provisions of the act.

### Claims Received

Claims for benefits are received initially by the Bureau of Old-Age and Survivors Insurance in its field offices or branch offices located in almost 500 communities throughout the country. In the field office the claimant receives any necessary assistance in completing the application for a claim and assembling the necessary evidence in support of the claim. After the required evidence has been assembled, the claim is sent to Washington for adjudication in the central office.

<sup>1</sup> See table 1, p. 82.

Table 1.—*Claims for benefits under the 1939 amendments: Number and disposition of claims received in Washington, by type of benefit, January-October 1940*

Type of benefit claimed	Number received					Disposition			
	Total	January-March	April-June	July-September	October	Allowed	Withdrawn	Disallowed	Pending as of Oct. 31
Total.....	319,268	80,975	96,631	107,529	34,133	274,092	6,561	13,480	25,135
Monthly benefits.....	249,746	69,575	73,809	81,180	25,092	215,168	6,245	9,075	10,258
Primary.....	132,451	45,088	36,358	39,583	11,422	114,478	4,507	4,575	8,891
Wife's.....	32,807	7,390	9,771	12,212	3,434	29,174	581	736	2,316
Child's.....	57,282	12,325	18,782	19,439	6,736	48,406	938	2,379	5,559
Widow's.....	4,152	417	1,213	1,645	677	3,384	29	206	533
Widow's current.....	21,645	4,123	7,282	7,587	2,653	18,972	152	771	1,760
Parent's.....	1,409	232	493	514	170	754	38	408	209
Lump-sum payments.....	69,522	11,400	22,732	26,349	9,041	58,924	316	4,405	5,877

<sup>1</sup> Includes some claims of aged workers and their dependent wives and children received before Jan. 1, 1940.

have formed an appreciable proportion of the total received since the end of April and have contributed to a steady flow of claims for primary benefits since the depletion of the backlog of retired individuals at the first of the year.

The rate at which claims for wife's benefits were filed has shown some increase during the year, and the ratio of claims for wife's benefits to those for primary benefits has increased from less than one-sixth to almost one-third. Much of this increase has been due to the increasing proportion of men aged 68 and over (men who were at least 65 on Jan. 1, 1937) among the primary claimants in recent months; these men are more likely to have wives who have reached age 65 than are men aged 65 to 68. There has also been a small but increasing number of claims from wives who attained age 65 some months after their husbands became entitled to primary benefits.

The claims for child's benefits, shown in table 1, combine claims of children of aged workers with those of children of deceased workers. Since few men over 65 have children under 18, the former group of claims has constituted only a small proportion of the total claims for child's benefits.

The claims for benefits for children of deceased workers exhibited a marked increase between the first and second quarters of 1940 and a more gradual increase since that time. A similar increase was shown by the claims for widow's current and parent's benefits and for lump-sum death payments. The principal reason for this trend has probably been a definite lag in filing claims of this type. As claims for survivors' benefits and lump sums under the amended act are allowed only with respect to deaths after

December 31, 1939, the time lag in filing the claim and assembling the necessary evidence would affect the number of claims of the first quarter of 1940 particularly. Moreover, there is probably an appreciable number of persons, eligible for survivors' benefits, who do not file claims because they are not aware of the existence of these benefits. This factor is decreasing in importance, however, partly as the result of increased public knowledge and partly as the result of the Board's practice of informing survivors of their rights when deaths of workers are reported to the Board through State and local death registration agencies.

The claims for widow's benefits, though small in number, show a more rapid and even increase than do the claims for other survivors' benefits. This increase is probably due chiefly to the fact that a large proportion of widows who are over 65 were married to older men who were over 68 and who therefore could not become fully insured until the second quarter of 1940.

The number of claims in process at the end of October is substantially less than the number received during the month. Of those claims on which adjudicative action has been completed, only a small proportion has been disallowed. The withdrawals represent claims which might in most cases have been allowed but which were withdrawn voluntarily by the claimants at the advice of the Bureau, when it was found that the interests of the claimant would best be served by postponement of the claim.

#### Claims Allowed

A tabulation of number and amount of claims,

Table 2.—Claims for benefits under the 1939 amendments: Number and total and average amounts of claims allowed,<sup>1</sup> by type of benefit, for specified periods, January–October 1940

Type of benefit allowed	January–October				January–June			
	Claims		Benefits		Claims		Benefits	
	Number	Percent	Amount	Average	Number	Percent	Amount	Average
Total	271,846	100.0			134,724	100.0		
Monthly benefits								
Primary	212,981	78.3	\$3,969,059	\$18.64	108,604	80.6	\$2,036,530	\$18.75
Wife's	113,894	41.9	2,592,403	22.76	62,166	46.1	1,390,276	22.36
Child's	28,856	10.6	352,276	12.21	12,834	9.5	154,956	12.07
Widow's	47,686	17.5	582,966	12.28	23,386	17.4	287,473	12.29
Widow's current	3,282	1.2	66,946	20.40	1,053	.8	21,806	20.71
Parent's	18,579	6.8	305,516	19.67	8,942	6.6	179,119	20.03
Lump-sum payments	684	.3	8,952	13.09	223	.2	2,900	13.00
	58,865	21.7	7,268,488	123.48	26,120	19.4	3,434,862	131.50

<sup>1</sup> Claims represent all claims allowed and processed for establishment of permanent records; therefore figures are slightly less than those in table 1, the difference representing claims adjudicated but not yet processed.

Amounts represent monthly amount payable without adjustments required by sec. 203 (subsecs. d, e, g, and h) or sec. 907 of the Social Security Act Amendments of 1939.

by type of benefit, is shown for the first 10 months of the year in table 2. It should be noted that the total number of claims allowed differs slightly from those shown in table 1. Following the completion of adjudicative action, allowed claims are processed to establish permanent records from which monthly payments are certified; the allowed claims shown in table 2 represent claims for which the recording operation, as well as the adjudicative action, has been completed. It should also be noted that the number and amounts shown in these tables represent monthly benefits and lump-sum payments allowed without regard to the operation of the sections of the Social Security Act Amendments of 1939 providing for deductions from benefits for various reasons.

Data for the first 6 months have been included in the table for purposes of comparison and also because supplementary tabulations present a finer analysis of the earlier data. Comparison of the two sets of data shows that the change in the distribution of allowed claims is in accord with recent trends of claims receipts. The ratio of wife's to primary benefits is larger at the end of the 10 months, and the proportion of survivors' benefits is also larger. The average amounts of benefits have changed slightly; the averages for the 10 months are somewhat higher for primary and wife's benefits and generally lower for survivors' benefits. A more complete analysis of average amounts of benefits is discussed in relation to the age distribution.

#### Age Distribution of Beneficiaries

The age distribution of monthly beneficiaries for the first 6 months of 1940 and the average amounts of benefits for each age group are shown in table 3.<sup>3</sup> Although this tabulation does not give separate figures for white and colored (i. e., Negro and other) beneficiaries, a brief analysis of the previously published data has revealed the expected differentials between white and colored beneficiaries. These differentials include a higher proportion among colored persons of claims for survivors' benefits than for retirement benefits, a higher ratio of child's to widow's current benefits (resulting from the greater prevalence of large families), and smaller average benefits. A more complete study of racial characteristics is planned

for a later date when more substantial data become available. Except in the case of primary benefits, no separation has been made between male and female beneficiaries, since the data do not show significant difference.

The age distribution of the beneficiaries is based on the age attained on the beneficiary's birthday in 1940. Hence, the primary beneficiaries shown as 66 years of age actually include persons born throughout the year 1874, although more than half of them were 65 years old when they became entitled to primary benefits; similarly those shown as 67 include a large proportion who were only

**Table 3.—Claims for monthly benefits under the 1939 amendments: Percentage distribution of beneficiaries for whom claims were allowed, and average monthly amount allowed, by type of benefit and age of beneficiary, January-June 1940**

Type of benefit and age <sup>1</sup> of beneficiary	Percentage distribution of beneficiaries	Average monthly amount allowed
<b>Primary:</b>		
Male, total	100.0	\$22.96
65 years	12.1	23.17
66 years	35.7	22.30
67 years	28.2	22.12
68 years	10.7	23.54
69 years	1.9	26.59
70-74 years	7.5	26.06
75-79 years	3.1	25.14
80 years and over	.8	24.70
65-68 years	86.7	22.52
69 years and over	13.3	25.83
Female, total	100.0	17.88
65 years	14.7	17.89
66 years	38.2	17.47
67 years	30.0	16.95
68 years	9.2	19.14
69 years	1.4	22.21
70-74 years	4.9	21.74
75-79 years	1.3	22.03
80 years and over	.3	22.12
65-68 years	92.1	17.53
69 years and over	7.9	21.89
<b>Wife's:</b>		
Total	100.0	12.07
65-69 years	72.1	12.00
70-74 years	22.0	12.30
75 years and over	5.9	12.18
<b>Child's:</b>		
Total	100.0	12.29
Under 5 years	14.8	11.79
5-9 years	21.9	12.01
10-14 years	33.2	12.36
15-18 years	30.1	12.67
<b>Widow's:</b>		
Total	100.0	20.71
65-69 years	73.1	20.61
70-74 years	21.7	20.87
75 years and over	5.2	21.38
<b>Widow's current:</b>		
Total	100.0	20.03
Under 25 years	4.9	16.94
25-34 years	22.6	18.86
35-44 years	34.5	20.57
45-54 years	30.7	20.88
55 years and over	7.2	19.66
Age unknown	.1	16.00
<b>Parent's:</b>		
Total	100.0	13.00
65-69 years	32.3	12.76
70-74 years	33.2	12.84
75 years and over	34.5	13.39

<sup>1</sup> For the figures on which these distributions are based, see the *Bulletin*, September 1940, tables 1-5, pp. 77-80.

<sup>1</sup> Represents age on birthday in 1940.

66 when they became entitled, and so on. All the primary beneficiaries shown as 65 years of age, however, had reached their 65th birthday when they became entitled to benefits; this is also the case for persons entitled to wife's, widow's, or parent's benefits. The primary beneficiaries shown as aged 69 or over could not have qualified under the provisions of the act until they had received wages of \$50 or more in the second quarter of 1940. They thus form only a small proportion (13 percent for males and 8 percent for females) of those whose claims for primary benefits were actually allowed in the first 6 months. However, the number of claimants in these ages has become increasingly significant, and they constituted 45 percent of the male primary beneficiaries whose claims were allowed in the third quarter of 1940.

The fact that the proportion of primary beneficiaries diminishes with increase in age more rapidly for women than for men corresponds to the decreasing ratio of employed women to employed men at advanced ages.

It is difficult to draw definite conclusions at the present time from the age distribution of persons for whom wife's or widow's benefits were allowed. At a later date it will be possible to present an analysis of more extensive data, supported by a tabulation of the relative ages of such wives or widows and their husbands.

The age distribution of recipients of child's benefits shows a distinct weighting toward the older children. Since child beneficiaries are preponderantly children of deceased workers, concentration at older ages represents children whose parents are older and are therefore in groups subject to higher mortality rates. The percentage of beneficiaries of widow's current benefits increases through the age group 35-44; at the older ages more women are widowed, but fewer of them have children under 18 and therefore fewer receive benefits.

#### *Average Amounts of Benefits*

As was also indicated in a previous analysis,<sup>4</sup> the average amount of each type of dependent's or survivor's benefit is based upon a larger primary benefit than the average primary benefit itself. For example, the average amount of wife's benefit for the first 6 months, \$12.07, indicates that the average primary benefit of the men on whose

wages such claims were based is about \$24.14, whereas the average for all primary benefits allowed is only \$22.36. This difference is explained by the fact that the average primary benefit allowed to men is \$22.96, and further that the average allowed to men aged 69 and over, whose wives were entitled in relatively more cases than those of younger men, is \$25.83.

The higher average benefits of the older primary beneficiaries do not indicate that workers aged 69 and over have higher average wages than those aged 65-68; the reverse is probably true. But among the workers aged 65-68, a large proportion of the claimants are those with irregular employment and consequently lower average wages. At higher ages, however, the probability of retirement becomes more nearly independent of the wage level, so that persons with higher wages form a larger proportion of the total number of claimants, with a resulting increase in the average wage and the average benefit.

Of probably equal importance is the fact that many of the claimants in the 65-68 group were persons who had withdrawn from covered employment some months previous to January 1, 1940; therefore their lack of wages in calendar quarters preceding the quarter in which they became entitled to benefits resulted in a reduction of their average monthly wage. The claimants in the group aged 69 and over, on the other hand, must have had a high degree of regular employment in order to obtain 6 quarters of coverage by the middle of 1940, with the result that their average wages are relatively high.

In the case of the survivors of deceased workers, the probability of applying for benefits is more nearly independent of the worker's wage; therefore, the average amounts of survivors' benefits more nearly reflect the wage levels of the insured workers than do the averages of primary benefits allowed. The average amount of widow's current benefit, \$20.03 in the first 6 months, corresponds to a primary benefit of about \$27. The reason why the average amount of widow's current benefit is highest for widows aged 45-54 lies in the fact that their husbands were in most cases in the same age group or slightly older and were therefore at the peak earning level. The same influences can be recognized in the variation of the averages of child's and parent's benefits.

It is impossible to relate the average amount of

<sup>4</sup> See the *Bulletin*, July 1940, pp. 73-75.

lump-sum death payment shown in table 2 to a primary benefit, since in many cases the total amount allowed with respect to one deceased worker has been divided among two or more persons, all of whom are included among the 26,120 payees shown in table 2. The number of deceased workers with respect to whose wages claims for lump-sum payments were allowed in the first 6 months of 1940 is 22,036. The average amount of payment per deceased worker is \$155.88.

#### ***Amounts of Benefits Certified***

Up to this point, the discussion of claims allowed has disregarded the operation of the sections of the Social Security Act Amendments of 1939 which provide for deductions from benefits. The principal effects of these provisions during the past 10 months have been (1) the deduction from payments in cases in which the primary beneficiary had previously received a lump sum at age 65, under the 1935 provisions of the Social Security Act, and (2) the deduction of payments of monthly benefits for those months in which the beneficiary or the person with respect to whose wages the benefit is allowed performs services in covered employment for wages of \$15 or more. Deductions have also been made under other provisions of the amended act, such as for nonattendance at school in the case of children between 16 and 18. In the future certain other types of deductions specified in the act may become operative in a small proportion of cases. Moreover, a number of monthly benefits originally allowed have since terminated as the result of the death of the beneficiary, the attainment of age 18, remarriage of the widow, and other reasons.

The effect of these factors has been to reduce somewhat the actual amounts of benefits certified; the amount of monthly benefits currently payable, for example, is slightly lower than the total monthly amount allowed. The number of terminations of monthly benefits will, of course, increase with the growth in the number of beneficiaries on the rolls. The proportion of benefits suspended because of earnings in covered employment will also remain appreciable, particularly while employment conditions are favorable, though eventually the proportion may decrease through the aging of the group of primary beneficiaries. On the other hand, the proportion of benefits affected by deduction of the lump sums paid at age 65 is rapidly

diminishing. Only cases in which the worker had attained age 65 during the years 1937, 1938, and part of 1939 can be affected by this provision, and new claimants for primary benefits include an increasing proportion of workers who attained age 65 either before or after this period; moreover, many benefits, originally subject to deduction, are now being paid in normal monthly amounts, because the full amount of the lump-sum payment has been deducted.

Of the 212,981 claims for monthly benefits allowed in the first 10 months, with a monthly amount payable of \$3,969,059 (see table 2), 185,389 with a monthly rate of \$3,422,785 were in actual payment status at the end of October; the remainder either had terminated, were subject to deduction, or were in process awaiting certification. Since some of the 185,389 monthly benefits were subject to partial deduction, the amount certified with respect to them *for* the month of October, was somewhat less than \$3,422,785. On the other hand, substantial payments were certified *during* October *for* prior months in cases in which a claimant was entitled to payments for months preceding the first certification. The net result was a total of \$4,109,401 in monthly benefits certified *during* the month to a total of 190,007 beneficiaries. The cumulative total of monthly benefits certified through October was \$20,013,286.

Lump-sum payments totaling \$1,063,959 were certified to 9,332 payees during October, bringing to \$7,048,285 the total amount of lump sums certified under the amended act. The latter figure is about \$220,000 less than the amount allowed, as shown in table 2, the difference resulting largely from deductions for lump-sum payments at age 65 under the original act.

#### ***Conclusion***

The reader is cautioned against deriving from this material any conclusions as to the long-range operations of the program. Many of the factors affecting the distributions and relationships indicated in this analysis are temporary in character. A considerable time must elapse before the program attains sufficient maturity to warrant definite conclusions concerning its operation. The facts shown here reveal some of the complex relationships that must be considered in the development and maintenance of an effective program of social insurance.

# OPERATIONS UNDER THE SOCIAL SECURITY ACT

## Disposition of Claims Received

Over 34,000 claims for benefits under the amended act were received in Washington in October. The increase of 8.4 percent over September reflected increases in the number of claims for each type of benefit.

As in September, adjudicative determinations were made on a larger number of claims than were received during the month. The number pending on October 31 was substantially less than the

number at the end of any month since February.

## Employee Accounts Established

The number of accounts established in October totaled 509,915, an increase of 14.9 percent over the previous month. This increase reflected gains especially in industrial States, such as Massachusetts, Rhode Island, New York, New Jersey, Pennsylvania, Michigan, and Ohio, where the tempo of defense production is increasing, and in the Southern States.

Table 1.—Claims for benefits under the 1939 amendments: Number and disposition of claims received in Washington, cumulative through October 1940 and for October 1940

Type of benefit claim	Cumulative through October				October				Pending as of Oct. 31
	Received	Allowed	Withdrawn	Disallowed	Received	Allowed	Withdrawn	Disallowed	
Total.....	319,268	274,092	6,561	13,480	34,133	35,514	930	2,613	25,135
Primary.....	132,451	114,478	4,507	4,575	11,422	12,690	558	677	8,801
Wife's.....	32,807	29,174	581	736	3,434	3,753	95	166	2,316
Child's.....	57,282	48,406	938	2,370	6,736	6,806	103	501	5,559
Widow's.....	4,152	3,384	29	206	677	710	6	53	533
Widow's current.....	21,645	18,972	152	771	2,653	2,709	32	179	1,750
Parent's.....	1,409	754	38	408	170	110	11	175	209
Lump-sum.....	60,522	58,924	316	4,405	9,041	8,727	63	862	5,877

Table 2.—Employee accounts established by States in which account numbers were issued, October 1940<sup>1</sup>

Social Security Board region and State	Number of accounts	Social Security Board region and State	Number of accounts
Total.....	509,915	Region VII—Continued.	
Region I:		South Carolina.....	9,650
Connecticut.....	7,581	Tennessee.....	14,580
Maine.....	2,522	Region VIII:	
Massachusetts.....	19,587	Iowa.....	7,407
New Hampshire.....	1,454	Minnesota.....	6,590
Rhode Island.....	3,505	Nebraska.....	3,700
Vermont.....	1,274	North Dakota.....	1,611
Region II:		South Dakota.....	1,385
New York.....	51,061	Region IX:	
Region III:		Arkansas.....	7,740
Delaware.....	1,103	Kansas.....	4,548
New Jersey.....	14,914	Missouri.....	11,733
Pennsylvania.....	33,196	Oklahoma.....	6,020
Region IV:		Region X:	
District of Columbia.....	3,505	Louisiana.....	11,494
Maryland.....	7,498	New Mexico.....	1,682
North Carolina.....	22,688	Texas.....	22,793
Virginia.....	11,878	Region XI:	
West Virginia.....	5,615	Arizona.....	1,681
Region V:		Colorado.....	3,269
Kentucky.....	9,200	Idaho.....	1,757
Michigan.....	21,803	Montana.....	1,769
Ohio.....	24,456	Utah.....	1,582
Region VI:		Wyoming.....	745
Illinois.....	27,745	Region XII:	
Indiana.....	12,194	California.....	25,653
Wisconsin.....	8,100	Nevada.....	408
Region VII:		Oregon.....	4,633
Alabama.....	16,025	Washington.....	7,452
Florida.....	11,602	Territories:	
Georgia.....	18,862	Alaska.....	378
Mississippi.....	11,264	Hawaii.....	924

<sup>1</sup> Number of accounts established should not be taken as a measure of the number of persons newly engaged in employment covered by title II, since account numbers are issued to some persons who are not in such employment.

## WAGE DATA FOR 1938 AND REVISED DATA FOR 1937

Data from tabulations of 1938 wage records and revised data for 1937 wages and employees are combined in the tables on this and the following pages. From these tabulations are derived the percentage distributions and averages presented in the introductory article on 1938 wage data in this issue (pp. 3-10) and to be used in analyses in subsequent issues.

The totals for both 1938 and 1937 were derived from employers' tax returns, which itemize the taxable wages paid to each worker. All wage items are credited by the Accounting Operations Division of the Bureau of Old-Age and Survivors Insurance to individual insurance accounts. One such account is maintained throughout the working life of each wage earner to provide the basis for his insurance benefits. All employment and

wage data are a byproduct of these accounting operations.

The 1938 data were derived from a basic tabulation which included all 1938 taxable wages identified for posting to individual accounts through May 12, 1939—a date long enough after the end of 1938 to ensure inclusion of the bulk of the 1938 wage reports. Since this basic tabulation for 1938 also included delinquent and previously unidentified reports of 1937 taxable wages, adjustments were made to exclude from the 1938 data all the 1937 wages, amounting to \$1,604,981,112, as well as the 745,087 of the workers represented by these wages who worked in 1937 but not in 1938. Adjustments were also made to include the remaining 1938 wages which were not identified for posting by May 12, 1939;

**Table A.—Old-age and survivors insurance: Workers and their taxable wages in 1938 and 1937,<sup>1</sup> by wage group and by sex**

Wage group	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
1938						
Total.....	31,000,380	\$26,173,919,846	22,302,478	\$21,695,511,279	8,697,911	\$4,478,408,567
\$1-199.....	7,705,324	574,461,914	4,811,660	362,968,562	2,893,664	211,493,352
200-399.....	3,629,125	1,073,894,884	2,295,219	677,949,551	1,333,906	395,945,333
400-599.....	3,178,724	1,590,290,503	1,949,432	974,574,029	1,229,292	615,725,474
600-799.....	3,141,596	2,204,278,547	1,947,069	1,368,627,917	1,194,527	835,650,630
800-999.....	2,790,332	2,509,748,356	1,924,936	1,736,221,997	865,396	773,526,359
1,000-1,199.....	2,322,793	2,551,033,539	1,837,635	2,022,166,457	485,158	528,867,082
1,200-1,399.....	1,963,109	2,547,709,818	1,666,639	2,165,186,675	296,470	382,523,143
1,400-1,599.....	1,519,224	2,280,513,795	1,352,286	2,030,929,749	166,938	249,584,046
1,600-1,799.....	1,087,722	1,847,913,117	1,005,567	1,706,113,163	82,125	138,709,954
1,800-1,999.....	914,281	1,729,604,351	857,746	1,623,524,307	56,533	106,080,044
2,000-2,199.....	636,872	1,337,614,095	606,686	1,274,416,316	30,186	63,197,779
2,200-2,399.....	434,059	998,823,471	417,704	961,218,789	16,355	37,604,682
2,400-2,599.....	325,719	811,889,902	314,263	783,444,276	11,456	28,445,626
2,600-2,799.....	259,036	697,084,369	250,593	674,502,317	8,453	22,582,052
2,800-2,999.....	190,692	554,492,324	185,439	539,244,778	5,253	15,247,546
3,000 and over.....	901,781	2,864,557,861	879,584	2,791,422,396	22,197	73,135,465
1937 (revised)						
Total.....	32,431,054	29,197,213,433	23,357,422	24,299,337,634	9,073,632	4,897,875,799
\$1-199.....	7,039,082	513,493,061	4,313,151	318,223,018	2,725,931	195,270,043
200-399.....	3,397,624	968,019,248	2,125,430	604,611,483	1,272,194	363,407,765
400-599.....	3,074,433	1,491,034,101	1,805,743	872,209,966	1,268,690	618,824,135
600-799.....	3,327,254	2,270,987,060	1,928,664	1,315,835,682	1,308,590	955,151,378
800-999.....	3,045,083	2,674,182,578	2,013,825	1,772,927,575	1,031,258	901,255,003
1,000-1,199.....	2,636,577	2,833,574,801	2,041,531	2,199,542,112	595,046	634,032,689
1,200-1,399.....	2,314,639	2,944,507,827	1,975,502	2,517,118,502	338,537	427,389,325
1,400-1,599.....	1,870,996	2,758,552,803	1,688,855	2,491,759,672	182,141	266,793,131
1,600-1,799.....	1,408,792	2,359,120,737	1,316,747	2,206,742,841	92,045	152,377,896
1,800-1,999.....	1,109,898	2,065,937,937	1,049,091	1,953,600,163	60,807	112,277,774
2,000-2,199.....	765,124	1,578,169,404	731,455	1,509,417,753	33,069	68,751,651
2,200-2,399.....	515,706	1,165,659,169	497,400	1,124,567,025	18,306	41,080,144
2,400-2,599.....	394,407	966,577,789	379,796	930,753,513	14,611	35,824,276
2,600-2,799.....	260,122	768,330,329	280,502	742,934,588	9,620	25,395,741
2,800-2,999.....	225,966	646,230,692	221,093	632,321,074	4,873	13,909,618
3,000 and over.....	1,015,951	3,192,838,897	988,637	3,106,712,667	27,314	86,126,230

<sup>1</sup> Data for 51 States. The 1935 act, in operation in 1937 and 1938, excluded wages in specified noncovered employments, wages of workers aged 65 and over, and wages in excess of \$3,000 a year from any 1 employer. These data

include a small element of estimating. For a statement of the method by which these totals were derived, see the accompanying text.

these wages were estimated at \$1,168,001,309. Also included was the estimated number of additional 1938 employees (1,221,385), none of whose wages had been identified for posting before May 12, 1939.

Excluded from the distribution of the 1938 data are 142,433 workers holding railroad retirement account numbers, and their taxable wages of \$38,951,968 as well as 52,297 workers whose sex and/or race is unknown, and their taxable wages of \$24,967,250.

The 1937 data presented here represent a revision of the figures derived from the basic tabulation, which included all 1937 wages identified for posting through July 9, 1938. The preliminary 1937 data, for which basic tables were carried in the Bulletin for March 1939 (pp. 72-81), with special analyses in the March, April, June, September, and December 1939 issues, related to 93 percent of total taxable wages reported for 1937 and 96 percent of the estimated total num-

ber of employees receiving such wages. The original data have now been revised to include the remaining 1937 wages which were not identified for posting by July 9, 1938; these additional wages have been estimated at \$2,402,120,202. Also included are an estimated 2,342,685 additional workers, none of whose 1937 wages had been identified for posting as of the date of the preliminary 1937 tabulation.

Excluded from the distribution of the 1937 data are 97,837 workers holding railroad retirement account numbers, and their taxable wages of \$27,182,270, as well as 312,536 workers whose sex and/or race is unknown and their taxable wages of \$54,275,641.

It will be evident that data for both 1938 and 1937 contain an element of estimate. They were not rounded, however, because (1) the element of estimate is relatively unimportant in comparison with the total size of the figures, (2) the rounding of the figures covering small cells would

Table B.—Old-age and survivors insurance: Workers and their taxable wages in 1938 and 1937,<sup>1</sup> by age group<sup>2</sup> and by sex

Age group <sup>3</sup> (years)	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
1938						
All ages	31,000,389	\$26,173,919,846	22,302,478	\$21,695,511,270	8,697,911	\$4,478,408,567
Under 15	43,239	2,006,095	38,276	1,714,218	4,963	201,877
15-19	2,461,241	520,414,673	1,466,587	310,327,402	994,654	201,087,271
20-24	5,792,160	2,970,211,420	3,594,947	2,018,502,696	2,197,213	951,708,724
25-29	5,169,752	3,997,666,828	3,557,993	2,111,370,244	1,611,759	886,296,584
30-34	4,349,805	4,254,884,435	3,166,739	3,523,033,166	1,183,066	731,851,269
35-39	3,514,405	3,795,489,064	2,640,408	3,237,662,145	873,997	557,826,919
40-44	3,008,897	3,413,870,512	2,326,105	2,976,234,445	682,792	437,636,067
45-49	2,448,014	2,809,047,496	1,958,530	2,494,549,803	489,484	314,497,693
50-54	1,912,113	2,122,449,560	1,587,987	1,918,019,327	324,126	204,430,242
55-59	1,281,658	1,371,325,777	1,088,676	1,252,507,548	192,982	118,518,229
60-64	788,460	810,930,043	683,087	747,279,153	105,373	63,650,890
65	99,774	68,462,662	87,900	63,199,777	11,865	5,262,885
66 and over	57,872	20,004,073	50,384	17,770,710	7,488	2,233,363
Unknown	72,999	17,157,199	54,850	14,040,645	18,149	3,116,554
1937 (revised)						
All ages	32,431,054	29,197,213,433	23,357,422	24,299,337,634	9,073,632	4,897,875,700
Under 15	56,935	2,981,119	50,823	2,595,743	6,112	385,376
15-19	3,046,842	828,244,565	1,853,033	522,128,907	1,233,809	306,115,758
20-24	6,149,479	3,676,883,725	3,865,635	2,591,335,916	2,283,844	1,065,547,809
25-29	5,319,577	4,584,949,322	3,650,277	3,585,438,243	1,669,300	990,511,079
30-34	4,343,154	4,616,055,991	3,178,653	3,857,132,012	1,164,501	758,923,979
35-39	3,500,568	4,139,317,880	2,711,380	3,554,211,080	879,188	585,106,800
40-44	3,015,057	3,674,286,565	2,355,187	3,231,208,663	650,870	443,077,902
45-49	2,512,614	3,069,640,568	2,022,482	2,744,657,500	490,132	324,983,068
50-54	1,841,305	2,196,784,077	1,535,124	1,996,659,422	306,181	200,124,655
55-59	1,269,438	1,447,161,755	1,081,490	1,325,572,603	187,948	121,289,152
60-64	775,889	847,023,105	675,843	785,649,968	100,046	61,373,137
65	96,444	71,194,669	85,531	66,122,937	10,913	5,071,732
66 and over	36,593	11,668,040	32,146	10,474,548	4,447	1,193,492
Unknown	337,159	31,022,052	250,818	25,856,192	77,341	5,171,860

<sup>1</sup> See table A, footnote 1.

<sup>2</sup> Age at birthday nearest July 1 of each year.

probably introduce a large degree of error, and (3) in dealing with a large number of cells it is mechanically difficult to reconcile the figures in the various tables.

Adjustment of the 1938 data to eliminate carry-over of 1937 wages, as described, has been

made for all tables presented here and in the special analysis, except tables 5, 6, and E, which do not include comparisons of data for both years.

A discussion of the 1938 data is included in the *Social Security Yearbook, 1939*, which also carries analogous data under the employment security

**Table C.—Old-age and survivors insurance: Workers and their taxable wages in 1938,<sup>1</sup> by sex and by geographic divisions and States**

Geographic division and State	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
	31,000,389	\$26,173,919,846	22,302,478	\$21,695,511,279	8,697,911	\$4,478,408,567
<b>Total</b>						
<b>New England</b>						
Maine	2,594,718	2,216,753,479	1,742,292	1,758,706,662	852,426	458,046,817
New Hampshire	226,553	142,621,908	157,393	116,691,386	69,160	25,930,522
Vermont	144,916	100,033,361	98,140	79,391,997	46,776	20,641,364
Massachusetts	76,126	51,918,002	56,360	44,303,513	19,766	7,614,489
Rhode Island	1,338,583	1,196,875,597	884,189	939,436,549	454,394	257,439,048
Connecticut	248,267	199,963,398	158,789	153,465,438	89,478	46,527,960
	560,273	523,311,213	387,421	425,417,779	172,852	69,893,434
<b>Middle Atlantic</b>						
New York	8,177,732	7,998,643,135	5,679,959	6,472,382,606	2,497,773	1,526,260,529
New Jersey	4,283,899	4,404,707,623	2,884,737	3,459,823,773	1,399,162	944,883,850
Pennsylvania	1,196,239	1,166,960,497	826,524	957,358,910	369,715	209,601,687
	2,697,594	2,426,975,015	1,968,698	2,055,199,923	728,806	371,775,002
<b>East North Central</b>						
Ohio	7,127,132	6,886,966,235	5,227,906	5,565,441,535	1,899,226	1,021,524,700
Indiana	1,843,178	1,703,177,832	1,369,279	1,452,189,058	473,899	250,988,774
Illinois	798,324	662,630,446	591,463	567,999,598	206,861	94,630,848
Michigan	2,322,026	2,267,953,768	1,628,496	1,859,326,915	693,530	408,626,853
Wisconsin	1,492,740	1,355,717,289	1,146,845	1,180,616,120	345,895	175,101,169
	670,864	597,486,900	491,823	505,309,844	179,041	92,177,056
<b>West North Central</b>						
Minnesota	2,326,165	1,770,305,027	1,640,760	1,462,260,513	685,406	317,035,514
Iowa	506,514	422,960,254	353,913	345,618,851	152,601	77,341,403
Missouri	408,074	287,861,139	294,137	240,995,338	113,937	46,865,801
North Dakota	805,028	600,349,480	543,658	527,757,148	261,370	132,592,332
South Dakota	60,810	38,428,606	44,184	32,475,669	16,626	5,952,937
Nebraska	68,268	43,632,077	50,370	37,240,248	17,598	6,391,829
Kansas	198,033	132,349,916	141,046	108,851,667	56,987	23,498,249
	279,438	193,723,555	213,452	169,330,502	65,986	24,392,963
<b>South Atlantic</b>						
Delaware	3,597,275	2,283,987,251	2,583,822	1,891,613,263	1,013,453	392,373,988
Maryland	74,306	61,626,981	52,279	50,918,272	22,027	10,708,709
District of Columbia	473,175	373,115,440	337,967	313,052,347	135,208	60,063,093
Virginia	203,944	179,822,870	140,308	142,389,696	63,636	37,433,174
West Virginia	498,024	329,307,914	362,445	268,418,655	135,579	51,889,259
North Carolina	396,533	327,411,446	336,557	209,954,713	59,976	27,456,733
South Carolina	655,764	361,750,438	435,108	280,917,701	220,656	80,832,737
Georgia	317,974	153,589,096	227,441	124,076,859	90,533	29,512,237
	542,162	282,697,695	370,347	224,642,476	171,815	58,055,219
Florida	435,393	223,665,371	321,370	187,242,544	114,023	36,422,827
<b>East South Central</b>						
Kentucky	1,480,199	848,529,880	1,127,663	722,135,273	353,106	126,394,607
Tennessee	391,820	251,994,901	304,105	217,263,078	87,715	34,731,823
Alabama	483,437	282,479,128	347,427	233,598,853	136,010	48,880,275
Mississippi	394,304	225,392,312	312,198	196,334,442	82,106	29,057,870
	210,638	88,603,530	163,363	74,938,900	47,275	13,724,639
<b>West South Central</b>						
Arkansas	2,151,230	1,418,994,961	1,682,787	1,250,504,680	468,443	168,490,281
Louisiana	194,543	95,747,411	155,916	84,805,467	38,633	10,941,944
Oklahoma	415,326	268,652,845	331,197	236,599,677	84,129	32,053,168
Texas	324,664	240,115,954	252,296	211,268,433	72,368	28,847,521
	1,216,697	814,478,751	943,384	717,831,103	273,313	66,647,648
<b>Mountain</b>						
Montana	774,537	564,630,297	601,396	496,319,101	173,141	68,311,196
Idaho	96,527	75,906,680	77,777	68,077,455	19,050	7,829,225
Wyoming	92,915	57,656,884	72,652	51,399,804	20,263	6,257,080
Colorado	51,288	39,592,831	41,772	36,102,254	9,516	3,490,577
New Mexico	233,818	173,587,985	172,573	146,227,718	61,245	27,360,277
Arizona	67,206	43,477,208	55,285	39,772,901	11,921	3,704,307
Utah	94,563	68,640,681	76,820	61,475,236	17,743	7,165,445
Nevada	108,369	80,459,295	80,057	70,444,175	28,312	10,015,120
	29,551	25,308,723	24,460	22,819,558	5,091	2,489,165
<b>Pacific</b>						
Washington	2,641,269	2,395,097,374	1,912,094	2,003,664,811	729,175	391,432,563
Oregon	430,202	369,136,225	318,454	315,037,160	111,748	54,099,065
California	267,029	217,534,052	198,770	186,582,720	68,259	30,951,332
	1,944,038	1,808,427,097	1,394,870	1,502,044,931	549,168	306,382,166
<b>Alaska</b>						
Hawaii	19,072	17,760,935	16,552	16,717,188	2,520	1,043,747
	111,060	63,251,272	57,817	55,756,647	23,243	7,494,625

<sup>1</sup> See table A, footnote 1.

program.<sup>1</sup> A detailed statement of the limitations of the employment and wage data is contained in a

<sup>1</sup> Social Security Board, *Social Security Yearbook, 1939*, Washington, 1940. This volume may be purchased from the Superintendent of Documents, U. S. Government Printing Office, at 50 cents per copy.

handbook of *Old-Age and Survivors Insurance Statistics: 1938*, of which a limited number of copies is available, on request, from the Bureau of Old-Age and Survivors Insurance, Social Security Board.

**Table D.—Old-age and survivors insurance: Workers and their taxable wages in 1937,<sup>1</sup> by sex and by geographic divisions and States**

Geographic division and State	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
	32,431,054	\$29,197,213,433	23,357,422	\$24,299,337,634	9,073,632	\$4,897,875,799
Total	32,431,054	\$29,197,213,433	23,357,422	\$24,299,337,634	9,073,632	\$4,897,875,799
New England						
Maine	2,751,844	2,563,350,540	1,843,016	2,028,576,768	908,828	534,773,772
Maine	233,290	157,508,366	160,744	127,093,000	72,536	30,505,357
New Hampshire	142,964	109,577,897	97,487	86,756,351	45,477	23,121,646
New Hampshire	88,314	61,744,469	64,716	51,587,965	23,508	10,156,504
Vermont	1,410,058	1,367,800,220	935,720	1,080,497,785	474,329	287,311,435
Vermont	251,376	226,507,899	157,524	172,749,215	93,852	53,758,684
Massachusetts	625,852	639,812,089	426,810	509,892,443	199,036	129,920,246
Massachusetts	625,852	639,812,089	426,810	509,892,443	199,036	129,920,246
Rhode Island						
Connecticut						
Middle Atlantic	8,487,035	8,732,062,938	6,036,966	7,125,602,292	2,550,066	1,806,460,646
New York	4,366,319	4,628,011,329	2,967,141	3,659,772,913	1,399,178	968,238,416
New Jersey	1,254,211	1,256,491,782	880,361	1,033,042,831	373,850	223,448,951
Pennsylvania	2,866,505	2,847,559,827	2,089,467	2,432,756,548	777,038	414,773,279
East North Central	7,687,395	7,905,554,730	5,621,316	6,730,500,259	2,066,079	1,175,054,480
Ohio	2,012,358	2,086,868,974	1,484,016	1,789,662,399	528,342	297,206,575
Indiana	899,959	803,558,067	650,969	689,015,053	247,990	114,543,014
Illinois	2,392,081	2,506,435,227	1,675,499	2,064,421,606	716,582	442,013,621
Michigan	1,644,400	1,837,244,823	1,262,739	1,614,532,133	381,661	222,712,660
Wisconsin	739,597	671,447,648	548,093	572,869,068	191,504	98,578,580
West North Central	2,378,096	1,878,257,717	1,600,830	1,550,682,244	687,266	327,575,473
Minnesota	521,904	452,379,849	365,704	370,294,439	156,200	82,085,410
Iowa	403,850	300,272,988	291,091	251,444,569	112,759	48,828,419
Missouri	834,403	694,811,147	573,275	562,866,680	261,128	131,944,467
North Dakota	60,802	38,338,572	44,302	31,582,652	16,500	6,755,920
South Dakota	71,979	44,447,575	53,408	37,758,798	18,571	6,688,777
Nebraska	192,089	139,944,530	138,247	114,748,679	53,842	25,195,851
Kansas	293,069	208,063,056	224,803	181,986,427	68,266	26,076,629
South Atlantic	3,676,322	2,519,446,961	2,645,821	2,076,858,775	1,030,501	442,588,086
Delaware	83,126	70,879,395	58,908	59,164,831	24,318	11,714,564
Maryland	500,744	414,180,873	348,899	343,616,077	151,845	70,564,796
District of Columbia	197,925	183,856,860	132,911	141,971,595	65,014	41,885,265
Virginia	506,544	334,760,245	370,776	279,639,269	135,768	55,120,976
West Virginia	433,571	393,173,700	358,401	361,056,073	75,170	32,117,627
North Carolina	655,585	381,282,542	439,649	291,222,031	215,936	90,060,511
South Carolina	333,107	178,475,018	242,655	142,492,195	90,452	35,982,823
Georgia	522,757	311,108,995	363,563	245,650,437	159,194	65,458,558
Florida	442,903	251,729,233	330,159	212,046,267	112,804	39,632,966
East South Central	1,532,154	938,831,623	1,174,268	799,616,140	357,886	130,215,483
Kentucky	409,919	280,473,751	322,477	245,134,164	87,442	35,339,587
Tennessee	494,660	318,037,967	353,049	258,130,061	141,611	89,907,906
Alabama	413,345	249,534,003	326,182	218,056,941	87,163	31,477,062
Mississippi	214,230	90,785,902	172,560	78,294,974	41,670	12,490,928
West South Central	2,179,785	1,474,070,828	1,710,069	1,296,498,816	469,716	177,572,012
Arkansas	186,897	100,748,417	151,414	88,719,555	35,483	12,028,862
Louisiana	423,252	257,027,784	337,063	226,678,907	86,189	30,348,877
Oklahoma	360,042	276,738,515	280,293	243,466,772	79,749	35,271,743
Texas	1,209,594	839,556,112	941,299	737,633,582	268,295	101,922,590
Mountain	854,192	640,300,134	660,363	503,632,328	103,829	76,676,806
Montana	118,584	96,767,712	94,313	85,292,765	24,271	11,474,947
Idaho	106,799	67,597,666	83,674	59,934,557	23,125	7,663,109
Wyoming	52,829	44,160,415	43,005	40,367,666	9,824	3,792,749
Colorado	259,058	186,812,412	180,089	159,498,148	69,960	27,314,264
New Mexico	68,541	48,902,001	57,246	44,435,645	11,295	4,466,356
Arizona	102,039	77,292,020	84,217	69,892,644	17,822	7,399,376
Utah	114,432	90,432,849	82,131	78,530,109	32,301	11,902,740
Nevada	31,910	28,344,059	26,688	26,680,794	5,222	2,663,205
Pacific	2,737,937	2,459,579,760	1,950,201	2,050,268,963	778,736	409,310,797
Washington	457,921	394,380,113	340,771	340,002,547	117,150	54,267,566
Oregon	269,949	223,129,746	200,381	190,433,134	69,568	32,696,612
California	2,010,067	1,842,069,901	1,418,049	1,519,743,282	592,018	322,326,619
Alaska	33,238	28,378,057	29,187	26,923,843	4,051	1,454,214
Hawaii	113,056	57,371,236	86,382	50,177,206	26,674	7,194,090

<sup>1</sup> Revised data. See table A, footnote 1.

**Table E.—Old-age and survivors insurance: Workers with taxable wages in the fourth quarter, and their annual taxable wages, by major industry group and by sex, 1938<sup>1</sup>**

Major industry group	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total.....	23,623,916	\$23,617,454,564	17,045,331	\$19,361,678,757	6,578,585	\$4,255,775,807
56 specified industries.....	20,440,786	20,356,564,785	14,689,373	16,725,673,776	5,751,413	3,630,891,009
Mining and quarrying.....	680,596	719,678,373	666,767	706,577,445	13,829	13,100,928
10. Metalliferous mining.....	68,849	84,379,163	67,292	83,072,830	1,557	1,300,313
11. Anthracite mining.....	79,855	90,142,258	79,362	89,676,977	493	465,281
12. Bituminous coal mining.....	350,020	329,555,951	344,722	325,402,860	5,298	4,153,091
13. Crude petroleum and natural gas production.....	114,892	159,002,846	110,493	153,722,700	4,399	5,280,146
14. Nonmetallic mining and quarrying.....	66,980	56,598,153	64,898	54,702,058	2,082	1,806,097
Contract construction.....	1,083,034	896,945,065	1,057,154	876,334,370	25,880	20,610,695
15. General contractors—building construction.....	306,845	250,775,902	300,097	245,572,451	6,148	5,203,451
16. General contractors—other than building construction.....	375,352	254,568,520	371,066	250,568,773	4,286	3,999,747
17. Special trade contractors (subcontractors).....	400,837	391,600,643	385,391	380,193,146	15,446	11,407,497
Manufacturing.....	8,875,684	9,347,936,480	6,543,566	7,872,123,408	2,332,118	1,475,813,072
20. Food manufacturing.....	1,309,885	1,400,020,987	978,541	1,225,667,897	331,344	174,353,090
21. Tobacco manufacturing.....	111,506	89,526,940	47,530	51,587,248	63,976	37,939,662
22. Textile-mill products.....	1,112,343	831,823,148	627,291	568,822,888	485,052	263,000,260
23. Apparel and other finished articles made from fabrics.....	786,559	610,164,330	240,578	297,160,464	545,981	312,994,866
24. Basic lumber industries.....	364,825	274,939,635	352,080	265,425,209	12,745	9,514,426
25. Finished lumber products.....	346,663	310,780,671	295,774	277,348,187	50,889	33,432,484
26. Paper and allied products.....	228,829	252,412,389	166,859	209,834,284	61,970	42,578,105
27. Printing, publishing, and allied industries.....	537,574	704,652,311	404,415	593,104,013	133,159	111,548,298
28. Chemicals.....	338,042	402,622,424	267,948	341,678,892	70,094	60,943,532
29. Products of petroleum and coal.....	292,813	484,657,350	268,361	454,756,505	24,452	29,900,845
30. Rubber products.....	132,044	153,273,381	101,845	132,107,853	30,199	21,165,528
31. Leather and its manufactures.....	348,402	290,436,565	203,982	209,223,312	144,420	81,213,253
32. Stone, clay, and glass products.....	347,711	373,531,087	300,947	338,321,975	46,764	35,209,112
33. Iron and steel and their products.....	1,051,872	1,216,479,288	966,228	1,147,855,441	85,644	68,623,847
35. Nonferrous metals and their products.....	211,918	240,288,399	171,386	211,459,865	40,532	28,828,534
36. Electrical machinery (including radios and refrigerators).....	344,880	425,809,916	242,318	348,129,595	102,562	77,680,321
37. Machinery other than electrical.....	590,210	793,226,431	526,329	735,187,963	63,881	58,038,468
38. Automobiles, bodies, and parts.....	419,608	493,291,228	381,154	464,442,817	38,454	28,848,411
Transportation.....	576,648	667,782,042	546,573	641,881,825	30,075	25,900,217
41. Street, suburban, and interurban railways (other than interstate railroads) and city and suburban bus lines.....	119,588	195,314,444	114,894	190,012,217	4,694	5,302,227
42. Trucking and/or warehousing for hire.....	309,440	308,856,478	292,207	296,398,362	17,233	12,458,116
43. Other transportation, except water transportation.....	111,915	121,898,405	106,443	116,878,551	5,472	5,019,854
44. Water transportation.....	33,705	41,712,715	33,029	38,592,695	2,676	3,120,020
Communication.....	347,800	453,961,992	164,523	263,684,523	183,277	190,277,469
46. Telephone, telegraph, commercial radio, and related services.....	347,800	453,961,992	164,523	263,684,523	183,277	190,277,469
Utilities.....	382,182	593,635,600	333,256	539,092,384	48,926	54,543,216
48. Light, heat, and power companies, electric and gas.....	382,182	593,635,600	333,256	539,092,384	48,926	54,543,216
Wholesale and retail trade.....	4,960,886	4,370,246,674	3,203,728	3,439,927,556	1,766,158	930,319,118
50-1. Wholesale trade.....	1,043,408	1,110,834,642	787,132	936,610,478	256,276	174,224,164
52. Wholesale and retail trade combined.....	555,765	605,452,306	483,299	545,034,332	82,466	60,417,974
53. Retail general merchandise.....	1,267,589	723,081,882	391,697	364,140,850	875,892	358,941,032
54. Retail food.....	684,335	595,506,464	554,554	525,319,831	129,781	70,186,633
55. Retail automotive.....	320,596	359,359,769	295,805	359,281,500	24,791	20,078,179
56. Retail apparel.....	400,903	336,734,874	169,656	190,249,739	240,247	146,485,135
57. Retail trade not elsewhere classified.....	678,290	639,276,737	521,585	539,290,736	156,705	99,986,001
Finance.....	126,800	185,375,715	89,389	145,209,326	37,411	40,166,389
60. Banks and trust companies.....	69,906	94,326,182	46,900	71,839,517	23,006	22,486,665
61. Investment banking and security speculation.....	56,894	91,049,533	42,489	73,369,809	14,405	17,679,724
Insurance.....	385,082	566,392,321	217,403	395,414,346	167,679	170,977,975
63. Insurance carriers.....	324,679	488,296,277	193,158	353,159,029	131,521	135,137,248
64. Insurance agents and brokers.....	60,403	78,096,044	24,245	42,255,317	36,158	35,840,727
Real estate.....	279,348	294,149,965	206,441	240,108,754	72,907	54,041,211
65-6. Real estate services.....	279,348	294,149,965	206,441	240,108,754	72,907	54,041,211

See footnote at end of table.

Table E.—Old-age and survivors insurance: Workers with taxable wages in the fourth quarter, and their annual taxable wages, by major industry group and by sex, 1938<sup>1</sup>—Continued

Major industry group	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Service	2,401,128	\$1,929,101,005	1,530,340	\$1,442,220,002	870,788	\$486,970,043
70. Hotels, furnished rooms, camps, and other lodging places	336,712	219,363,772	196,396	150,026,997	140,316	69,336,775
71. Eating and drinking places	608,389	383,680,757	352,221	274,525,361	256,168	109,155,426
72. Personal service	559,906	455,819,266	265,324	283,859,010	234,672	171,960,258
73. Business service not elsewhere classified	262,162	290,510,854	166,533	210,820,484	95,829	79,660,370
75. Automobile repair services, garages, and filling stations	238,848	208,913,745	228,509	201,872,490	10,249	7,041,246
76. Repair services and miscellaneous hand trades not elsewhere classified	61,705	62,347,561	57,080	59,320,858	4,625	3,026,703
78. Amusement and recreation: motion pictures	147,780	169,170,687	107,231	138,555,363	40,549	30,624,324
79. Amusement and recreation and related services not elsewhere classified	185,536	130,375,333	157,156	123,240,300	28,380	16,134,943
Professional services	216,218	203,356,199	82,334	64,269,710	163,884	139,060,480
80. Medical and other health services	126,330	103,370,777	24,670	27,324,970	101,660	76,045,807
81. Law offices and related services	70,810	82,169,045	17,870	26,082,598	52,940	56,086,447
82. Educational institutions and agencies	19,078	17,816,377	9,794	10,862,142	9,294	6,954,235
Miscellaneous	116,380	127,913,354	77,800	98,829,167	38,481	29,084,187
86. Membership organizations such as trade associations, trade unions, etc	116,380	127,913,354	77,800	98,829,167	38,481	29,084,187
All other	2,183,130	3,260,889,779	2,355,958	2,636,004,981	827,172	624,884,798

<sup>1</sup> Data not adjusted for 1937 and 1938 carry-over (see explanation in accompanying text). Workers with wages in fourth quarter represent 77 percent of all workers and 89 percent of taxable wages in basic 1938 tabulation. Assignment of workers and their total annual taxable wages to major industry groups

was made on basis of fourth-quarter employment. Workers in multi-industry employing organizations were allocated to primary industry within the U. S. of each group of employers engaged in same combination of industries.

Table F.—*Old-age and survivors insurance: Workers with taxable wages in the fourth quarter of 1938, and their average annual taxable wage, for specified States,<sup>1</sup> by sex and race*

States	Total					
	All races		Negro		Other	
	Workers	Taxable Wages	Workers	Taxable Wages	Workers	Taxable Wages
Total.....	3,870,598	\$2,848,630,598	881,476	\$342,043,431	2,989,122	\$2,506,587,167
Maryland.....	356,667	338,220,852	49,877	27,340,438	306,790	310,871,414
District of Columbia.....	151,245	160,359,856	33,717	21,404,856	117,528	138,955,000
Virginia.....	379,647	295,804,592	91,002	38,312,518	288,645	257,492,074
Kentucky.....	293,415	231,644,333	31,242	15,503,673	262,173	216,140,660
North Carolina.....	508,179	331,621,118	111,830	37,613,830	396,349	294,007,288
South Carolina.....	235,019	142,531,746	55,479	16,337,107	179,540	126,194,639
Georgia.....	394,017	260,435,060	99,810	31,696,720	294,207	228,738,340
Florida.....	304,131	208,330,893	70,911	27,045,337	235,120	181,285,536
Alabama.....	296,538	207,133,900	90,025	39,311,344	209,513	167,822,556
Mississippi.....	145,277	80,924,410	56,474	16,551,259	88,803	64,373,151
Louisiana.....	305,740	239,472,324	88,047	33,980,096	217,693	205,492,228
Arkansas.....	139,626	88,708,828	31,882	10,873,520	107,744	77,835,308
Tennessee.....	358,097	263,442,686	63,080	26,063,733	295,017	237,378,953
Male						
Total.....	2,844,353	\$2,352,771,546	742,600	\$306,610,821	2,101,753	\$2,046,160,725
Maryland.....	257,380	281,453,651	41,937	25,020,260	215,443	256,433,391
District of Columbia.....	105,060	124,490,317	28,307	18,368,440	76,783	106,121,877
Virginia.....	278,542	246,108,460	71,000	32,942,026	207,542	213,256,434
Kentucky.....	228,665	199,552,098	26,488	14,294,602	202,177	185,257,496
North Carolina.....	340,285	255,585,119	79,890	29,541,094	260,395	226,044,025
South Carolina.....	168,984	114,439,463	49,153	15,143,829	119,831	99,295,634
Georgia.....	271,517	205,358,231	82,093	28,258,522	189,424	177,099,709
Florida.....	226,102	173,976,483	68,027	24,556,116	158,075	149,420,367
Alabama.....	238,524	179,964,162	82,495	37,435,287	156,029	142,528,875
Mississippi.....	112,868	68,421,880	51,798	15,675,576	61,070	52,746,304
Louisiana.....	245,008	210,410,841	77,940	31,596,191	167,068	178,814,650
Arkansas.....	112,834	78,060,856	20,736	10,200,150	83,098	67,770,706
Tennessee.....	258,554	214,859,985	53,736	23,488,728	204,818	191,371,257
Female						
Total.....	1,026,245	\$495,859,052	138,876	\$35,432,610	887,360	\$460,426,442
Maryland.....	90,287	56,767,201	7,940	2,329,178	91,347	54,438,023
District of Columbia.....	46,155	35,869,539	5,410	3,036,416	40,745	32,833,123
Virginia.....	101,105	49,606,132	20,002	5,370,492	81,103	44,235,640
Kentucky.....	64,750	32,092,235	4,754	1,209,071	59,996	30,883,164
North Carolina.....	167,894	76,035,999	31,940	8,072,736	135,954	67,963,263
South Carolina.....	66,035	28,092,283	6,326	1,193,278	59,709	26,899,005
Georgia.....	122,500	55,076,829	17,717	3,438,198	104,783	51,638,631
Florida.....	78,029	34,354,410	10,984	2,489,221	67,045	31,865,189
Alabama.....	61,014	27,169,738	7,530	1,876,057	53,484	25,293,681
Mississippi.....	32,409	12,502,530	4,676	875,683	27,733	11,626,847
Louisiana.....	60,732	29,061,483	10,107	2,383,905	50,625	26,677,578
Arkansas.....	26,792	10,647,972	2,146	583,370	24,646	10,064,602
Tennessee.....	98,543	48,582,701	9,344	2,575,005	90,199	46,007,696

<sup>1</sup> States with largest proportions of workers other than white among total reported for 1938. Data not adjusted for 1938 and 1937 carry-over (see explanation in accompanying text).

## OPERATIONS UNDER THE RAILROAD RETIREMENT ACT\*

### Payments Certified to the Treasury

Total benefit payments certified to the Treasury in October 1940 (table 1), amounting to \$10.1 million, were 0.5 percent larger than in September and 1.8 percent more than the monthly average for the first quarter of the current fiscal year. Total payments for the first 4 months of the current fiscal year amounted to \$39.9 million, 7.9 percent more than for the corresponding period of a year ago. For the second time this year total monthly payments exceeded \$10.0 million. The increase in October was due to increases in all three classes of annuities. As usual, pension payments to former carrier pensioners declined. Total lump-sum death benefits were lower in October than in September. Total payments authorized by the Board since the beginning of the railroad retirement system for all classes of benefits have amounted to \$348.3 million.

### Changes in Annuities and Pensions in Force

The number of employee annuities in force on October 31, 1940, was 1,248 greater than on September 30, an increase of 1.1 percent (table 2). The addition in October was nearly 6 percent less than the average net monthly addition for the

fiscal year ended June 30, 1940. Net monthly additions to the total number of employee annuities in force have been decreasing, principally because the number of deaths has been increasing among the growing annuitant population while the number of new certifications has been moving slightly downward. The net additions in October resulted from 1,846 new certifications, 576 deaths, and certain minor adjustments.

The number of survivor annuities in force increased by 46 in October. Death-benefit annuities in force increased by 5, while the number of pensions decreased by 298. The amount of monthly pensions in force fell for the first time below \$2.0 million. The monthly amount payable when these obligations were assumed by the Board in July 1937 was \$2.8 million. For all annuities and pensions the number in force as of October 31 was 1,001 larger than as of September 30.

### Average Payments

The average of the employee annuities initially certified in October was \$63.28. Approximately 23 percent of the annuities initially certified in recent months are subject to recertification because complete evidence on service, earnings, and other information relating to the amount payable is not on hand at the time of initial certification. It is estimated that the average monthly amount

\*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad retirement: Benefit payments certified to the Secretary of the Treasury, by class of payment for specified periods, 1936-40<sup>1</sup>

Period and administrative action	Total payments	Employee annuities	Pensions to former carrier pensioners	Survivor annuities	Death-benefit annuities	Lump-sum death benefits
Net benefit payments: Cumulative through October 1940.	\$348,275,302	\$241,865,814	\$97,583,586	\$2,466,889	\$2,029,777	\$4,329,234
Fiscal year: 1936-37	4,514,617	4,409,019	36,751	68,846		
1937-38	82,654,660	46,930,329	34,701,617	388,479	599,217	35,017
1938-39	107,131,438	75,418,986	28,887,973	787,240	716,261	1,320,976
1939-40	114,025,141	84,529,592	25,975,963	912,895	495,200	2,111,590
1940-41 (through October)	39,949,445	30,577,887	8,018,131	341,522	150,252	861,630
September 1940.	10,069,473	7,698,727	1,997,134	83,687	37,043	252,880
In-force payments	9,309,763	7,193,887	2,009,191	80,173	26,512	
Retroactive payments	562,965	546,714	1,447	3,926	10,876	
Lump-sum death-benefit payments	252,881					252,881
Cancellations and repayments (deduct)	56,136	41,873	13,503	412	345	
October 1940.	10,120,935	7,774,810	1,977,861	93,258	39,018	235,986
In-force payments	9,379,321	7,278,370	1,992,589	81,7-2	26,639	
Retroactive payments	562,782	536,232	2,297	11,761	12,501	
Lump-sum death-benefit payments	236,034					236,034
Cancellations and repayments (deduct)	57,203	39,800	17,025	200	122	47

<sup>1</sup> For definitions of classes of payments see the *Bulletin*, July 1939, p. 7. Cents are omitted in all figures. Data relate to months ended on 20th calendar day.

<sup>2</sup> Total benefit payments certified to the Secretary of the Treasury are \$8.8 million more than total benefit payments issued by disbursing officer as

shown on p. 88, table 4. This difference results almost entirely from payments for annuities and pensions in force at end of month which are certified to the Secretary of the Treasury during month and for which checks are not drawn by disbursing officer until first of following month.

of recent initial certifications will increase from 2 to 2½ percent when those subject to recertification are certified on a final basis.

For all employee annuities in force at the end of October, including those subject to recertification, the average was \$65.58. The average monthly pension in force was \$58.76. For survivor annuities the average monthly payment amounted to \$32.90, and for death-benefit annuities \$35.90. During October, 1,131 lump-sum death benefits were certified at an average payment of \$207.64. This average was \$12.39 greater than for September. Month-to-month increases in this average are to be expected as credited earnings upon which these benefits are based accumulate for the period beginning January 1, 1937.

#### **Distribution of Annuities and Pensions by Amount**

The average monthly employee annuity generally reported in this section is the average of the actual amounts payable to annuitants after deductions for retirement before age 65 and for the election of joint and survivor options. For each annuitant a normal annuity is calculated by taking the sum of 2 percent of the first \$50 of average monthly compensation, 1½ percent of the next \$100, and 1 percent of the balance and multiplying this sum by the number of years of

credited service.<sup>1</sup> In approximately 84 percent of the cases this normal annuity is the amount actually payable to the annuitant. Age annuitants retiring before age 65 and disability annuitants with less than 30 years of service are subject to a reduction of 1/180 for each calendar month the annuitant is under age 65 at the time the annuity begins to accrue. An annuity which takes this reduction into account, but not the reduction based on the election of a joint and survivor option, is called a single-life annuity.

For age annuities beginning at age 65 and over, in force on June 30, 1940, the three types of averages show little difference. Average normal and single-life annuities are almost identical, amounting to \$67.91 and \$67.88, respectively,<sup>2</sup> while the average actual annuity is only \$1 less. In the case of age annuities beginning under age 65, allowance for lower age at retirement reduced the average normal annuity from \$78.38 to \$64.96 on a single-life basis. Reduction because of the election of joint and survivor options brought the

<sup>1</sup> In calculating average monthly compensation, compensation in excess of \$300 in any 1 month is excluded. The average monthly compensation for all credited service prior to Jan. 1, 1937, under the 1937 act, and for credited service prior to Mar. 1, 1936, under the 1935 act, is normally based on earnings in the period 1924-31. In computing years of credited service, an ultimate fraction of 6 months or more counts as a year.

<sup>2</sup> Under the 1937 act normal and single-life annuities of this type are identical. Under the 1935 act, however, a reduction of  $\frac{1}{4}$  is made for each year of continuance in service between ages 65 and 70, unless a continuance-in-service agreement had been filed with the Board, and after age 70 in all cases.

**Table 2.—Railroad retirement: Number of annuities and pensions in force and monthly amount payable at end of September and October 1940, and number of certifications and terminations during and cumulative through October 1940<sup>1</sup>**

Period and administrative action	Total		Employee annuities <sup>2</sup>		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities <sup>3</sup>	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Sept. 30, 1940.....	147,123	\$0,300,763	109,738	\$7,193,887	34,210	\$2,000,191	2,438	\$80,173	737	\$26,512
During October 1940: <sup>4</sup>										
Initial certifications.....	1,996	122,168	1,846	116,817	13	479	48	1,618	89	3,253
Terminations by death.....	970	57,700	576	37,706	306	16,676	3	128	85	3,189
Net adjustments.....	-25	+5,089	-22	+5,380	-5	-404	+1	+49	+1	+63
Cumulative through October 1940: <sup>4</sup>										
Initial certifications.....	187,476	11,163,485	131,396	8,089,385	48,522	2,808,880	2,614	85,333	4,944	179,886
Terminations by death.....	38,911	2,265,364	20,001	1,292,258	14,581	815,073	127	4,101	4,202	153,931
Net adjustments.....	-441	+481,199	-409	+481,252	-20	-1,217	-3	+479	-----	+684
In force as of Oct. 31, 1940.....	148,124	9,379,321	110,986	\$7,278,379	33,912	1,992,589	2,484	81,712	742	26,639

<sup>1</sup> Figures (cents omitted) based on month ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Correction for a claim certified or terminated in error or for an incorrect amount is made in figures for month in which error was discovered and not in figures for month in which error was made. To this extent, figures shown here may differ slightly from administrative action.

<sup>2</sup> For definitions of types and bases of certification of employee annuities, see the *Bulletin*, July 1939, pp. 15-19.

<sup>3</sup> In a few cases payments are made to more than 1 survivor on account of death of 1 individual. Such payments are here counted as single items. Ter-

minations include those by death and by expiration of 12-month period for which death-benefit annuities are payable. Practically all terminations are of latter type.

<sup>4</sup> Certifications are added, terminations by death are subtracted, and net adjustments are added or subtracted as indicated. Net adjustments are obtained by adding reinstatements of suspended payments and subtracting terminations for reasons other than death (suspensions, returns to service, and commuted lump-sum payments). Recertifications ordinarily result in additions to amount payable but do not affect number of cases certified. For this reason, net amount of adjustment bears no relation to net number of cases reported as adjusted.

<sup>5</sup> Includes temporary annuities to former carrier pensioners not yet recertified as employee annuities, numbering 7 with aggregate payments of \$240 per month.

Table 3.—Railroad retirement: Distribution of finally certified employee annuities in force as of June 30, 1940, by monthly amount of actual annuity and type of annuity

Monthly amount of actual annuity:	All employee annuities		Age annuities				Disability annuities			
			65 and over		Under 65		30 years of service		Less than 30 years	
	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution
Total	97,567	100.0	76,233	100.0	4,360	100.0	13,359	100.0	3,615	100.0
Under \$10.00	379	.4	306	.4	12	.3	1	(2)	60	1.7
10.00-19.99	3,004	3.1	2,420	3.2	45	1.0	6	(2)	533	14.7
20.00-29.99	5,593	5.7	4,544	6.0	133	3.1	64	.5	852	23.6
30.00-39.99	5,627	5.8	4,292	5.6	227	5.2	247	1.8	861	23.7
40.00-49.99	13,057	13.4	11,314	14.8	543	12.5	567	4.2	633	17.5
50.00-59.99	9,113	9.3	7,009	9.2	880	20.2	799	6.0	425	11.8
60.00-69.99	13,158	13.5	10,256	13.5	916	21.0	1,820	13.6	166	4.6
70.00-79.99	14,964	15.3	11,136	14.6	743	17.0	3,024	22.7	61	1.7
80.00-89.99	12,386	12.7	9,084	11.9	414	9.5	2,867	21.5	21	.6
90.00-99.99	8,406	8.6	6,341	8.3	244	5.6	1,818	13.6	3	.1
100.00-109.99	6,846	7.0	5,355	7.0	154	3.5	1,337	10.0	0	-----
110.00-119.99	3,953	4.1	3,211	4.2	49	1.1	693	5.2	0	-----
120.00	1,081	1.1	965	1.3	0	-----	116	.9	0	-----
Average annuity:										
Actual <sup>1</sup>		\$67.48		\$66.88		\$64.17		\$80.59		\$35.74
Single-life <sup>1</sup>		68.36		67.88		64.96		80.90		36.29
Normal <sup>1</sup>		69.33		67.91		78.38		80.90		45.46

<sup>1</sup> For definition of actual, single-life, and normal annuities see text, p. 78.

<sup>2</sup> Less than 0.1 percent.

average actual annuity down to \$64.17 (table 3).

For disability annuities based on 30 years of service, the normal and single-life averages were identical, amounting to \$80.90, because no reductions are applicable, while the actual annuity was only 31 cents less. For disability annuities based on less than 30 years of service, the average single-life annuity amounted to \$36.29 and the average actual annuity to \$35.74, while the average normal annuity was \$45.46.

The small difference between the actual and single-life monthly payments in all four types of

employee annuities indicates that relatively few men elected joint and survivor options (table 3).

The disability annuitants with 30 years of service had the highest average monthly compensation; and the age annuitants less than 65, all of whom also had 30 years of service, had the next highest. These higher averages may be explained largely by the fact that individuals having 30 years of service at a relatively early age are most likely to have been in occupations with greater continuity of employment, which generally pay higher wages. The disability annuitants with less

Table 4.—Railroad retirement: Distribution of pensions in force as of June 30, 1940, by monthly amount payable and cause of retirement

Monthly amount of pension	All pensions		Age		Disability		Other <sup>1</sup>	
	Number	Percentage distribution	Number	Percentage distribution	Number	Percentage distribution	Number	Percentage distribution
Total	35,146	100.0	14,462	100.0	20,095	100.0	589	100.0
Under \$10.00	43	.1	22	.2	21	.1	-----	-----
10.00-19.99	1,246	3.5	581	4.0	659	3.3	6	1.0
20.00-29.99	5,419	15.4	2,266	15.7	3,128	15.5	25	4.3
30.00-39.99	4,874	13.0	2,040	14.1	2,808	14.0	26	4.4
40.00-49.99	4,464	12.7	1,636	11.3	2,794	13.9	34	5.8
50.00-59.99	4,244	12.1	1,580	10.9	2,604	13.0	60	10.2
60.00-69.99	3,595	10.2	1,372	9.5	2,171	10.8	52	8.8
70.00-79.99	2,940	8.4	1,207	8.3	1,655	8.2	78	13.2
80.00-89.99	2,053	5.8	829	5.7	1,158	5.8	66	11.2
90.00-99.99	1,749	5.0	791	5.5	889	4.4	69	11.7
100.00-109.99	1,460	4.2	620	4.3	702	3.9	48	8.1
110.00-119.99	990	2.8	464	3.2	494	2.5	32	5.4
120.00	2,069	5.9	1,054	7.3	922	4.6	93	15.9
Average pension		\$58.66		\$50.74		\$57.24		\$80.70

<sup>1</sup> Predominantly service pensions granted, under 2 important plans, to persons who attained a specified long service at or after age 65.

than 30 years of service, who had the lowest average credited service, also had the lowest average monthly compensation.

Table 3 gives the distribution of the actual annuities in force on June 30, 1940, by \$10 intervals for each of the 4 types of employee annuities and for all combined. Forty percent of age annuities payable to individuals aged 65 and over at the time annuities began to accrue were for amounts between \$60 and \$90 per month. Almost 21 percent were for \$90 or more per month. An unusually large number of these annuitants, 14.8 percent, fall in the \$40 to \$50 class as a result of the operation of the minimum annuity provisions of the 1937 act, which are applicable only to age annuitants 65 years or over.<sup>3</sup> Most of the annuitants receiving smaller amounts are individuals who had short periods of credited service rather than low average monthly compensation.

For age annuities beginning under age 65, 58.2 percent were for amounts between \$50 and \$80 per month, and 12.5 percent for amounts between \$40 and \$50 per month. Only 10.2 percent were for \$90 or over per month. Of disability annuities 87.5 percent of those based on 30 years of service amounted to \$60 or over per month, while 93.0 percent of those based on less than 30 years of service amounted to less than \$60.

Fifty-two percent of the pensions granted originally under the age provisions of the private pension plans and 56.4 percent of the pensions granted because of disability amount to between \$20 and

<sup>3</sup> Under the 1937 act an individual who is an employee under the act at age 65 and has at least 20 years of service can receive a minimum annuity as follows: if his average monthly compensation is \$50 or more, he will receive at least \$40 per month; if his average compensation is \$25 to \$50, he will receive 80 percent of his average monthly compensation; if his average compensation is \$20 to \$25, he will receive \$20; and if his average compensation is less than \$20, he will receive the full amount of his average compensation.

\$60 per month (table 4). The average disability pension was \$2.50 less per month than the average age pension, in spite of the larger percent at maximum—\$120. Pensions paid under the railroad retirement system equal the individual pensions or gratuities granted by employers, without diminution by reason of any general reduction or readjustment after December 31, 1930, but may not exceed \$120 per month. Pensioners may not elect survivor options.

The distribution by \$10 amounts of survivor and death-benefit annuities is given in table 5. Of the survivor annuities, 35.3 percent were for amounts between \$30 and \$50 per month, and 48.5 percent for amounts less than \$30 per month. These are lifetime annuities payable to a surviving spouse. Of death-benefit annuities, over 55 percent amounted to between \$30 and \$50 per month, and 28.5 percent were for less than \$30. These annuities are payable to a surviving spouse or dependent next of kin for 12 months only.

**Table 5.—Railroad retirement: Distribution of survivor and death-benefit annuities in force as of June 30, 1940, by monthly amount payable**

Monthly amount of annuity	Survivor annuities		Death-benefit annuities	
	Number	Percentage distribution	Number	Percentage distribution
Total.....	2,341	100.0	725	100.0
Under \$10.00.....	108	4.6	15	2.1
10.00-19.99.....	435	18.6	83	11.4
20.00-29.99.....	594	25.3	100	15.0
30.00-39.99.....	500	21.4	239	33.0
40.00-49.99.....	325	13.9	160	22.1
50.00-59.99.....	212	9.1	108	14.9
60.00-69.99.....	89	3.8	11	1.5
70.00-79.99.....	52	2.2	—	—
80.00-89.99.....	23	1.0	—	—
90.00-99.99.....	3	.1	—	—
Average annuity.....		\$33.15		\$36.11

# SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

## SOCIAL INSURANCE PAYMENTS UNDER SELECTED PROGRAMS

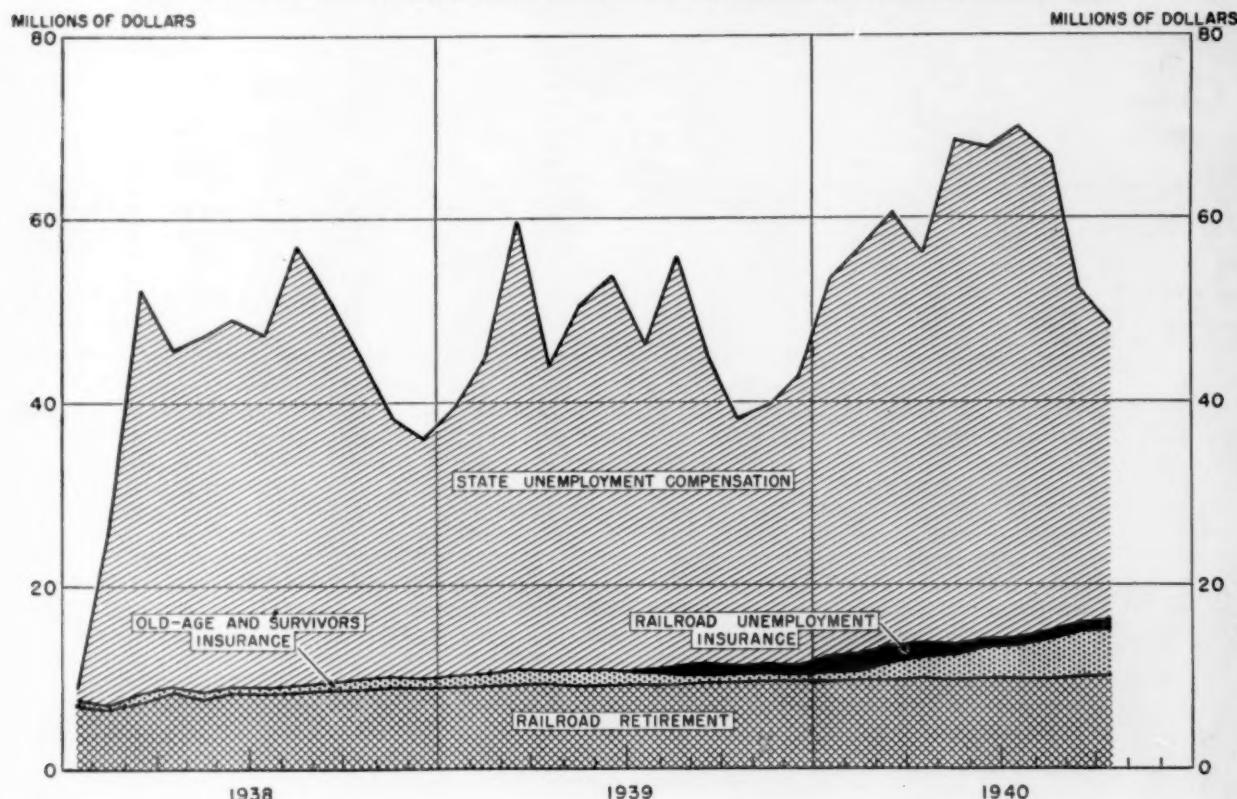
Benefit payments under the four selected Federal and State social insurance programs declined in October for the third consecutive month (chart I). Payments of \$48.5 million represent a new low for 1940 but an increase of \$10.6 million over October of last year. Total disbursements under the two old-age and survivors insurance systems, which have increased each month this year, rose from September to October more than half a million. Total disbursements under the two unemployment insurance programs decreased for the third consecutive month. The decrease from September was, however, only \$4.4 million compared with \$15.1 million in the previous month.

The largest percentage increase during the month was in monthly benefits under the Social Security Act; payments of \$4.1 million represented an increase of 13.1 percent over September

payments (table 1). Monthly payments to the various types of annuitants and pensioners under the Railroad Retirement Act increased less than 1 percent to \$9.9 million.

The decrease in payments under State unemployment compensation laws was widespread as a result of expanding employment in defense and related industries and the cumulative effect of exhaustion of benefits in States where most claimants began benefit years early in 1940. Only in a few States, principally on the Pacific Coast and in New England, was seasonal unemployment reflected in an increase of benefit payments. Payments under the Railroad Unemployment Insurance Act, which had increased in August and September in connection with the new benefit year, declined in October partly because of an increase in railroad employment. While railroad unemployment insurance payments in October 1940

Chart I.—Social insurance payments under selected programs, January 1938–October 1940



were slightly less than in October 1939, payments under State unemployment compensation laws were more than \$5.5 million larger than a year ago.

The numbers of beneficiaries show in general the same trends as payments under the various program (table 2). The largest increase—15.2 percent—was in the number of monthly beneficiaries under the Federal old-age and survivors insurance program. This increase exceeds that in the payments to such beneficiaries because of the increasing proportion of wives, children, and parents whose benefits are one-half, and widows whose benefits are three-fourths, that of the primary beneficiary on which they are based.

While the largest number of beneficiaries under the social insurance programs are the short-term beneficiaries of the unemployment insurance systems, the numbers receiving checks month after month under the old-age and survivors insurance programs are now over one-third of a million. Because title II of the Social Security Act provides supplementary benefits for wives over 65 and unmarried children under 18 of retired workers, and separate survivors' benefits for widows and orphans and for each surviving dependent parent in cases in which no widow or orphan is entitled to benefits, the 190,000 monthly beneficiaries under that program represent considerably less

**Table 1.—Social insurance payments under selected programs, calendar years 1936-39, and by months, January 1939-October 1940<sup>1</sup>**

[In thousands]

Year and month	Total	Old-age and survivors insurance payments						Unemployment insurance payments		
		Total	Under the Social Security Act			Under the Railroad Retirement Act <sup>2</sup>			Total	Under State unemployment compensation laws <sup>3</sup>
			Monthly benefits—primary, supplementary, and survivors <sup>5</sup>	Lump-sum death payments under 1939 amendments <sup>6</sup>	Lump-sum payments under 1935 act <sup>7</sup>	Employee annuities and pensions	Survivor and death-benefit annuities	Lump-sum death payments		
1936 total	\$816	\$685	—	—	—	—	\$683	\$2	—	\$131
1937 total	43,855	41,723	—	—	\$1,278	40,001	444	—	2,132	2,132
1938 total	505,319	108,918	—	—	10,478	96,749	1,401	\$290	396,401	396,401
1939 total	560,140	124,553	—	—	13,895	107,282	1,450	1,926	435,587	429,820
January	39,307	10,104	—	—	1,255	8,616	110	123	29,203	29,203
February	45,059	10,314	—	—	1,169	8,874	108	163	34,745	34,745
March	59,637	10,764	—	—	1,541	8,842	140	241	48,873	48,873
April	44,157	10,699	—	—	1,466	8,883	128	222	33,458	33,458
May	50,627	10,667	—	—	1,525	8,883	125	164	39,930	39,930
June	53,787	10,626	—	—	1,518	8,817	138	153	43,161	43,161
July	46,298	10,425	—	—	1,323	8,871	125	106	35,873	35,596
August	55,667	10,154	—	—	933	8,927	112	162	45,513	44,491
September	45,076	10,060	—	—	793	9,054	126	117	34,986	33,656
October	37,907	10,240	—	—	806	9,134	109	191	27,667	26,690
November	39,692	10,371	—	—	891	9,189	121	170	29,321	28,369
December	42,926	10,069	—	—	655	9,192	108	114	32,857	31,648
1940	—	—	—	—	—	—	—	—	—	—
January	53,296	10,410	\$76	\$3	913	9,141	113	164	42,886	41,066
February	56,753	10,605	251	159	584	9,290	114	198	46,148	44,351
March	60,544	11,588	915	659	412	9,310	114	178	48,956	47,142
April	56,057	12,185	1,288	795	238	9,483	123	258	43,872	42,292
May	68,418	12,347	1,625	735	256	9,386	123	222	56,071	54,897
June	67,642	13,147	2,266	886	125	9,520	120	230	54,495	53,637
July	69,956	13,503	2,712	904	69	9,508	120	190	56,453	55,750
August	66,625	13,935	3,138	804	53	9,639	118	183	52,690	51,701
September	52,424	14,803	3,633	1,039	61	9,696	121	253	37,621	36,595
October	48,529	15,348	4,109	1,064	54	9,753	132	236	33,181	32,231

<sup>1</sup> Payments to individual beneficiaries under programs; figures exclude cost of administration.

<sup>2</sup> Amounts certified to the Secretary of the Treasury for payment, including retroactive payments.

<sup>3</sup> Payable with respect to deaths of fully or currently insured workers after Dec. 31, 1939, in cases where no survivor could be entitled to monthly benefits for month in which worker died.

<sup>4</sup> Figures for September 1939 and subsequent months are for lump-sum death payments with respect to deaths of covered workers prior to Jan. 1, 1940. Figures through August 1939 include payments at age 65 totaling \$9.9 million; for monthly distribution of these payments, see the *Bulletin*, March 1940, p. 31, table I.

<sup>5</sup> Amounts certified during month ended on 20th calendar day to the Secretary of the Treasury for payment. Figures for any period represent

payments certified during period, including retroactive payments, minus cancellations reported during period.

<sup>6</sup> Amount of checks issued, as reported by State agencies to the Division of Research and Statistics, Bureau of Employment Security. Figures for December 1939-October 1940 include amounts paid as adjustments on payments in Ohio for previous months of 1939, resulting from recalculation of weekly benefit amounts in accordance with a court decision and from allowance of benefits on appeal in a labor-dispute case.

<sup>7</sup> Amounts certified by regional offices of the Railroad Retirement Board to regional disbursing offices of the U. S. Treasury. Figures for any period represent payments certified during period, including retroactive payments, minus cancellations reported during period.

<sup>8</sup> Revised.

than 190,000 families—probably fewer than 150,000. In contrast, the 145,000 employee annuitants and pensioners under the Railroad Retirement Act represent 145,000 different families, since no supplementary benefits are provided for dependents of retired, aged, or disabled railroad workers.

The number receiving payments in October under the old-age and survivors insurance program of the Social Security Act was about 25,000 less than the total number whose claims for monthly benefits had been allowed by the end of October. A small number had had their benefits terminated because of death, remarriage (of a widow), and marriage or attainment of age 18 (of a child). Other claims were not yet in payment status because of the worker's earlier receipt of lump-sum payments on reaching age 65. For other beneficiaries, payments were suspended during work in

covered employment or nonattendance at school.

In spite of the fact that the number on the rolls is 11.7 percent less than the total number of claims allowed, payments certified for October exceeded the monthly amount payable on all claims allowed through October (see table 2, p. 65). This excess arises from the fact that almost 12,000 of the 190,000 monthly beneficiaries received two checks during October, one for the current month's benefits and one constituting retroactive payment from an earlier date of entitlement. A number of railroad retirement annuitants also received retroactive payments. This number should not be estimated from the amount of retroactive payments reported in table 1, page 77, because these payments include retroactive adjustments on re-certified annuities (originally certified on a partial basis) as well as payments back to the date of accrual on newly certified annuities.

Table 2.—*Individuals receiving social insurance payments under selected programs, by months, January 1939–October 1940*

[In thousands]

Year and month	Old-age and survivors insurance beneficiaries						Unemployment insurance beneficiaries	
	Under the Social Security Act			Under the Railroad Retirement Act			Under State unemployment compensation laws <sup>6</sup>	Under the Railroad Unemployment Insurance Act <sup>7</sup>
	Monthly benefits—primary, supplementary, and survivors <sup>1</sup>	Lump-sum death payments under 1939 amendments <sup>2</sup>	Lump-sum payments under 1935 act <sup>3</sup>	Employee annuities and pensions <sup>4</sup>	Survivor and death-benefit annuities <sup>4, 5</sup>	Lump-sum death payments <sup>2</sup>		
1939								
January				18.7	123.0	2.1	1.7	657.2
February				17.5	124.6	2.2	1.9	709.8
March				21.7	126.1	2.3	2.6	833.2
April				19.4	127.4	2.4	2.2	685.1
May				10.3	128.6	2.5	1.6	776.0
June				18.2	129.7	2.6	1.3	802.2
July				15.7	130.7	2.6	.8	764.9
August				10.9	131.5	2.6	1.2	707.2
September				8.6	132.6	2.7	.9	729.9
October				8.6	133.7	2.7	1.3	501.7
November				9.4	134.9	2.7	1.2	637.0
December				6.8	136.1	2.8	.7	658.3
1940								
January	3.7	(8)		8.9	136.6	2.8	1.0	874.8
February	8.4	1.0		6.2	137.6	2.8	1.2	985.5
March	32.6	4.3		5.2	138.4	2.8	1.0	1,095.2
April	52.7	5.3		3.3	139.3	3.0	1.4	960.7
May	72.4	5.0		3.8	140.2	3.0	1.3	1,201.0
June	96.7	6.1		2.1	141.2	3.1	1.2	1,268.6
July	120.8	6.3		1.3	142.1	3.1	1.0	1,220.0
August	143.4	5.6		1.1	143.0	3.1	1.0	1,121.8
September	164.9	7.3		1.3	143.9	3.2	1.3	875.4
October	190.0	7.5		1.1	144.9	3.2	1.1	608.1

<sup>1</sup> Represents number of individuals for whom monthly benefits were certified to the Secretary of the Treasury during month.

<sup>2</sup> Number of deceased wage earners with respect to whose wage records payments were made.

<sup>3</sup> Number of wage earners with respect to whose wage records payments were made. Figures for September 1939 and subsequent months are for lump-sum death payments with respect to deaths of covered workers prior to Jan. 1, 1940. Figures for January–August 1939 include 59,380 individuals who received payments at age 65; for monthly distribution of these beneficiaries, see the *Bulletin*, March 1940, p. 32, table 2.

<sup>4</sup> Number of individuals on rolls at end of month specified, based on month in which annuity or pension was certified or terminated upon notice of death

rather than on month in which annuity or pension began to accrue or beneficiary died.

<sup>5</sup> Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

<sup>6</sup> For 1939, represents number of individuals receiving benefits during middle week of month specified. For 1940, represents average number of weeks of unemployment compensated in calendar weeks ended within month.

<sup>7</sup> Number of individuals receiving benefits, for days of unemployment in registration periods of 15 consecutive days, during second and third weeks of month.

<sup>8</sup> Less than 50.

## FINANCIAL AND ECONOMIC DATA

### Receipts and Expenditures

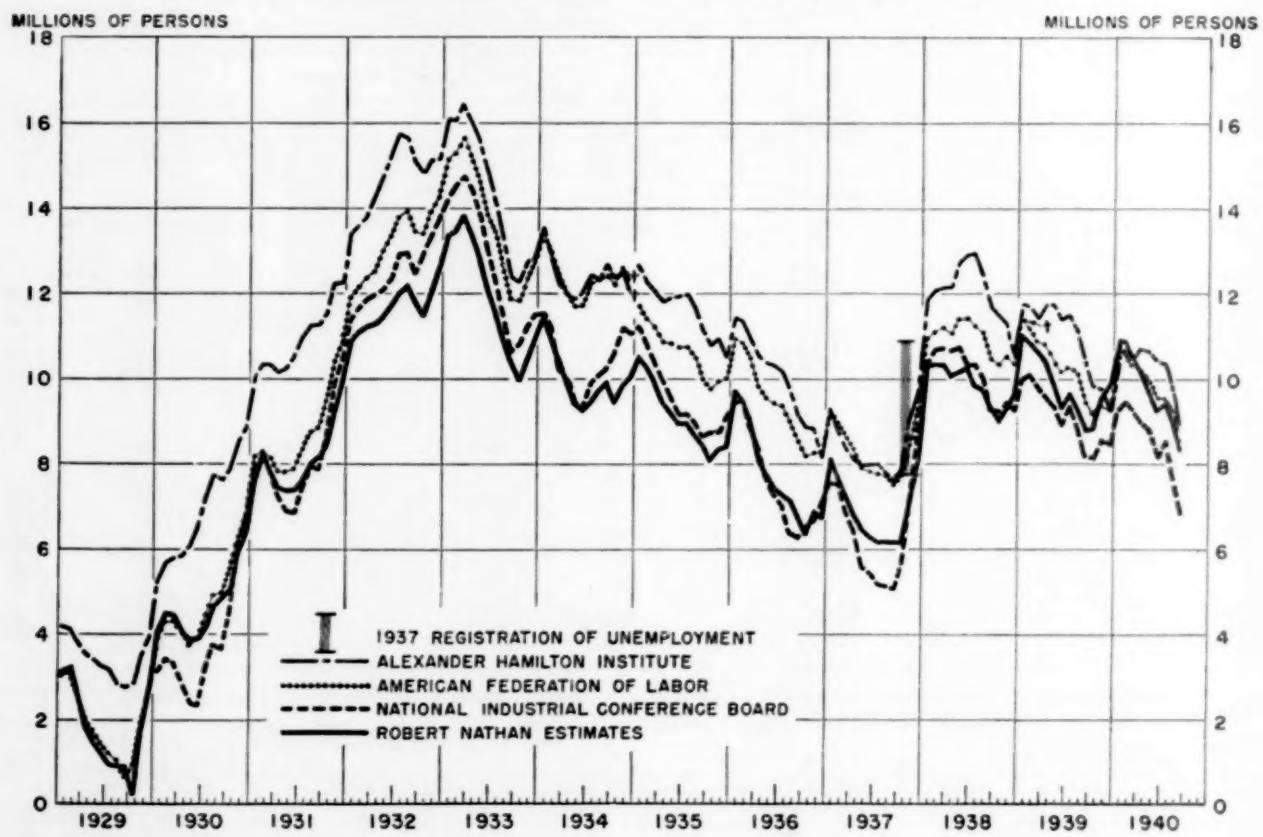
Social security tax receipts during October were \$37 million, bringing the total for the first 4 months of the fiscal year 1940-41 to \$211 million, as compared with \$187 million for the same period a year ago and \$173 million in 1938-39 (table 1). Receipts under the two railroad social insurance programs totaled \$367,000 during the month, bringing the total for the 4 months to \$34 million. These figures for railroad collections include taxes on carriers and their employees for the railroad retirement program, and 10 percent of taxes on employers alone for the railroad unemployment insurance program; the remaining 90 percent of the latter contributions is deposited in the railroad unemployment insurance account in the unemployment trust fund to be used for benefit payments. These deposits are shown in table 5.

Federal tax receipts from all sources amounted to \$365 million in October as compared with \$332

million a year earlier. Social security taxes accounted for 10.5 percent of total receipts during the first 4 months of the fiscal year 1940-41, and 10.6 percent in the corresponding months of 1939-40. The fact that the percentage is about the same indicates that social security receipts have in effect increased at almost the same rate as other forms of tax receipts, which now include special defense taxes effective this year.

Federal expenditures in October, excluding public-debt retirement, amounted to \$901 million, an increase of 17.9 percent over the same month of 1939. The amount expended since July 1940, including net appropriations to the old-age and survivors insurance trust fund, exceeded expenditures for the corresponding period of 1939-40 by 5.1 percent. Social security expenditures of \$360 million in the first 4 months of the current fiscal year represented 10.8 percent of total disbursements, as compared with 10.1 percent in

Chart I.—Estimates of unemployment, January 1929-September 1940



†Revised to date.

the same period of the previous fiscal year. The slight increase results primarily from increased grants to States, which show a larger proportional increase than total Federal expenditures, in spite of the marked rise in defense disbursements included in the latter total.

The various business indexes showed continued increased activity in October. The new unadjusted Federal Reserve Board index of industrial production rose for the third successive month,

reaching 133, an all-time high. Factory employment increased from 107.7 in September to 109.9 in October, and factory pay rolls rose from 110.0 to 114.2, according to the Bureau of Labor Statistics unadjusted indexes. The quarterly movements of these indexes and of Federal insurance contributions are presented in chart II. The number of unemployed persons continued to decline in September (chart I).

The increase in total disbursements and the

Table 1.—Social security and railroad retirement receipts, expenditures, and issues and total Federal receipts, expenditures, and debt for specified periods, 1936-40

[In millions]

Period	General and special accounts												Public debt							
	Receipts of Federal Government				Expenditures of Federal Government								Excess receipts (+) or expenditures (-)	Trust accounts etc., excess receipts (+) or expenditures (-)	Change in general fund balance	Total	Old-age and survivors insurance trust fund	Unemployment trust fund	Railroad retirement account	All other
	Total	Social security taxes <sup>1</sup>	Railroad retirement and unemployment taxes <sup>2</sup>	All other	Total	Under the Social Security Act	Under the Railroad Retirement Board	Administrative expense and grants to States <sup>3</sup>	Net appropriations and transfers to old-age and survivors insurance trust fund <sup>4</sup>	Transfers to railroad retirement account	Administrative expense <sup>5</sup>									
Fiscal year:																				
1936-37	\$5,294	\$252	(*)	\$5,042	\$8,442	\$183	\$265	\$1	\$7,993	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312		\$35,846			
1937-38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66	35,565		
1938-39	5,668	631	109	4,928	9,210	342	503	3	8,255	-3,542	+890	+622	40,440	1,177	1,267	67	37,920			
1939-40	5,925	712	126	5,087	9,537	379	10,539	8	121	8,490	-3,612	+137	-947	42,968	1,738	1,710	79	39,441		
4 months ended:																				
October 1938	1,841	173	27	1,641	2,905	151	141	1	54	2,638	-1,124	+219	+353	38,423	798	936	73	36,616		
October 1939	1,768	187	30	1,551	3,177	143	177	2	57	2,798	-1,409	+112	-925	41,036	1,349	1,370	77	38,240		
October 1940	11,2,010	211	34	1,765	13,340	172	11,188	2	56	2,922	-1,330	+189	+29	44,137	1,871	1,821	85	40,360		
1939																				
October	322	34	1	287	764	45	43	1	10	665	-442	-1	-264	41,036	1,349	1,370	77	38,240		
November	407	125	4	278	691	24	43	1	10	613	-284	+267	+252	41,305	1,392	1,512	77	38,324		
December	569	5	25	539	880	20	48	1	10	801	-311	-16	+311	41,942	1,435	1,509	77	38,921		
1940																				
January	315	45	(*)	270	712	41	-----	1	10	660	-398	+37	-194	42,110	1,435	1,537	77	39,061		
February	444	172	6	266	668	38	-----	(*)	10	620	-224	+36	+67	42,365	1,435	1,640	77	39,213		
March	934	5	27	904	956	27	10,135	1	703	-22	+11	+164	42,540	1,570	1,622	77	39,271			
April	304	39	(*)	265	783	47	-----	(*)	20	716	-479	+58	-303	42,658	1,565	1,640	77	39,376		
May	400	131	6	263	647	28	-----	1	4	614	-247	-83	-181	42,808	1,565	1,721	77	39,445		
June	784	4	28	752	1,022	11	10,136	1	-----	874	-238	-60	-139	42,968	1,738	1,710	79	39,441		
July	11,367	39	1	327	11,854	64	11,36	(*)	20	734	-487	+51	+367	43,771	1,733	1,723	79	40,236		
August	11,506	132	7	427	11,825	34	11,119	1	25	645	-259	+320	+196	43,905	1,728	1,808	85	40,284		
September	11,711	3	26	683	11,760	17	11	1	10	731	-49	-158	-39	44,073	1,876	1,790	85	40,322		
October	11,365	37	(*)	328	11,901	57	11,32	(*)	-----	812	-536	-24	-495	44,137	1,871	1,821	85	40,360		

<sup>1</sup> Represents collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act (formerly titles VIII and IX of the Social Security Act).

<sup>2</sup> Represents total collections under the Carriers Taxing Act and 10 percent of amount collected by the Railroad Retirement Board under sec. 8 (a) of the Railroad Unemployment Insurance Act, which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for administrative expenses of the Railroad Retirement Board in administering the act. Remaining 90 percent of collections under the Railroad Unemployment Insurance Act is deposited in railroad unemployment insurance account in unemployment trust fund.

<sup>3</sup> Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

<sup>4</sup> Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations in the U. S. Public Health Service. See table 2, footnote 1. Also excludes grants to States for employment service administration under the Wagner-Peyser Act; such grants are included in "all other." Includes amounts for administrative expenses reimbursed to the general fund of the Treasury under sec. 201 (f) of the amended Social Security Act.

<sup>5</sup> Prior to January 1940, data represent operations of old-age reserve account.

<sup>6</sup> Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in fiscal year 1938-39, \$5.0 million in 1939-40, and \$1.1 million in 4 months ended October 1940.

<sup>7</sup> Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

<sup>8</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State agency.

<sup>9</sup> Less than \$500,000.

<sup>10</sup> Excludes reimbursement to the Treasury for administrative expenses amounting to \$6.2 million in March and \$6.1 million in June.

<sup>11</sup> Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are deducted from total Federal receipts in Daily Statement of the U. S. Treasury to show net receipts and are not shown in disbursements of general and special accounts. These net appropriations are included here in both receipts and expenditures for comparison with previous months.

Source: Compiled from data in the Daily Statement of the U. S. Treasury

decline in total Federal receipts during October resulted in an excess of Federal expenditures over receipts of \$536 million, bringing the total excess for the fiscal year to \$1.3 billion. This excess is reflected in the rise in the public debt from \$43.0 billion as of June 30, 1940, to \$44.1 billion as of October 31.

**Table 2.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1939-40 and 1940-41 (expenditures through October)<sup>1</sup>**

[In thousands]

Item	Fiscal year 1939-40		Fiscal year 1940-41	
	Appropriations <sup>2</sup>	Expenditures through October <sup>3</sup>	Appropriations <sup>2</sup>	Expenditures through October <sup>3</sup>
Total, administrative expenses and grants to States	\$383,844	\$142,574	\$440,894	\$171,914
Administrative expenses	25,188	6,363	27,694	10,818
Federal Security, Agency, Social Security Board <sup>4</sup>	24,750	6,240	27,220	8,854
Department of Labor, Children's Bureau	338	101	364	121
Department of Commerce, Bureau of the Census	100	22	110	47
Department of the Treasury <sup>5</sup>	(8)	(8)	(8)	1,797
Grants to States	358,655	136,211	413,200	161,066
Federal Security Agency	349,000	132,384	402,000	157,065
Social Security Board	339,500	128,451	391,000	152,018
Old-age assistance	225,000	82,950	245,000	94,602
Aid to dependent children	45,000	13,678	75,000	23,455
Aid to the blind	8,000	2,187	10,000	2,756
Unemployment compensation administration	61,500	29,635	61,000	31,205
Public Health Service: Public-health work	9,500	3,933	11,000	5,047
Department of Labor, Children's Bureau	9,655	3,827	11,200	4,031
Maternal and child-health services	4,800	1,868	5,820	1,929
Services for crippled children	3,350	1,302	3,870	1,421
Child-welfare services	1,505	656	1,510	681

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$111,500 was appropriated in 1939-40 and \$113,000 in 1940-41 for administration in the Office of Education, and \$1,938,000 in 1939-40 and \$2 million in 1940-41 for grants to States. For disease and sanitation investigations in the U. S. Public Health Service, appropriations were \$1,640,000 in 1939-40 and \$1,625,000 in 1940-41 in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year. Appropriations for 1939-40 include additional appropriations of \$17.3 million, approved Aug. 9, 1939.

<sup>3</sup> Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup> Includes amounts expended by the Board in connection with administration of title II of the act, reimbursed to general fund of the Treasury under sec. 201 (f) of the amended Social Security Act.

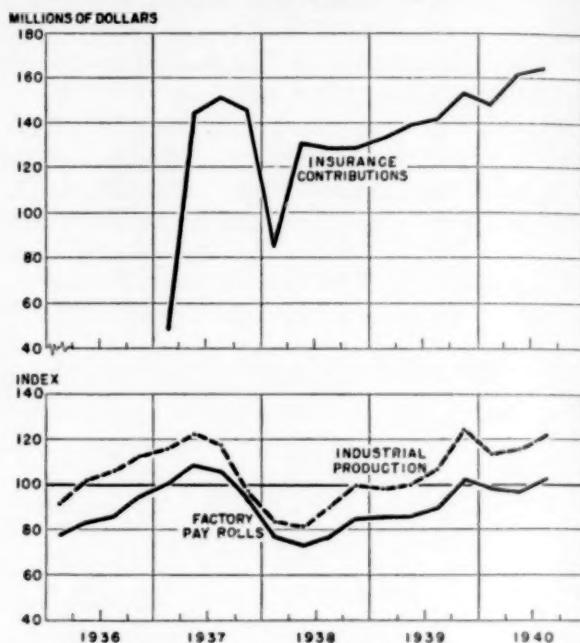
<sup>5</sup> Represents amounts expended by the Treasury Department in connection with administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury under sec. 201 (f) of the amended Social Security Act.

<sup>6</sup> Not available.

<sup>7</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program. Excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3.5 million was appropriated in 1939-40 and \$3 million in 1940-41.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

**Chart II.—Federal insurance contributions, index of industrial production,<sup>1</sup> and index of factory pay rolls,<sup>2</sup> by quarters, 1936-September 1940**



<sup>1</sup> Based on unadjusted monthly index of Federal Reserve Board; 1935-39=100.

<sup>2</sup> Based on monthly index of U. S. Bureau of Labor Statistics; 1923-25=100.

Federal appropriations and expenditures under the Social Security Act are shown for the fiscal years 1939-40 and 1940-41 in table 2. Total administrative expenses and grants to States in the current fiscal year continue to show an increase over the corresponding period a year ago. The increase reflects primarily expanded grants to the States, particularly for the public assistance programs administered by the Social Security Board, as a result of the 1939 amendments.

#### Old-Age and Survivors Insurance Trust Fund

Appropriations to the trust fund, which equal insurance contributions collected, amounted to \$196.7 million for the first 4 months of the fiscal year (table 3). During October 3-percent special Treasury notes amounting to \$5.0 million were redeemed and an equal sum was deposited with the disbursing officer for benefit payments. Interest on these notes amounted to \$42,000. Benefit payments were \$4.9 million on a checks-paid basis, an increase of 27.4 percent over September. As in previous months, one-third of the quarterly reimbursements for administrative expenses was deducted from the total assets of the

fund in October in advance of actual repayment to the Treasury.

#### Railroad Retirement Account

Nineteen million dollars was transferred from the appropriation account during October, leaving a balance of \$58.4 million in that account at the end of the month (table 4). Ten million dollars was transferred to the trust fund account, and \$9.0 million to the prior service account. This latter account was set up under a joint resolution of Congress, approved October 9, 1940, to meet the estimated expenditures to be incurred in the next 3 years in collecting individual employee records of service and compensation for the years prior to 1937. (See the Bulletin, November 1940, pp. 83-85.) From the trust fund account \$10.0 million was transferred to the disbursing officer for benefit payments. Benefit payments issued during the month amounted to \$10.4 million, reducing to \$21.2 million the cash balance with the disbursing officer. Total assets of the

account at the end of October were \$165.1 million, representing the balance in the appropriations account, the Treasury notes in the trust fund account, and the cash balances in the trust fund and with the disbursing officer.

#### Unemployment Trust Fund

Total assets of the unemployment trust fund as of October 31 amounted to \$1,825.0 million, of which \$1,821.0 million represented special certificates of indebtedness acquired as investments of the fund, and \$4.0 million the unexpended balance in the cash accounts (table 5).

Deposits in State accounts amounted to \$56.7 million in October, exceeding those of the same month a year ago by \$2.7 million. Withdrawals from the State accounts during the month amounted to \$83.0 million, of which \$50.0 million represented transfers from 30 State accounts to the railroad unemployment insurance account. The remaining \$33.0 million, withdrawn by the States for benefit payments, was 10.5 percent less

Table 3.—Status of the old-age and survivors insurance trust fund for specified periods, 1936-40<sup>1</sup>

[In thousands]

Period	Receipts			Expenditures		Assets				
	Contributions appropriated <sup>2</sup> to trust fund	Transfers from general fund <sup>3</sup> to trust fund	Interest received <sup>4</sup>	Benefit payments <sup>5</sup>	Reimbursement for administrative expenses	Special Treasury notes acquired <sup>6</sup>		Cash with disbursing officer at end of period	Credit of fund account at end of period <sup>7</sup>	Total assets at end of period
						3-percent	2½-percent			
Cumulative through October 1940	\$196,738	\$1,705,000	\$87,260	\$50,629	\$21,358	\$1,386,700	\$483,900	\$10,426	\$35,985	\$1,917,011
Fiscal year:										
1936-37		265,000	2,262	27		267,100		73	62	267,235
1937-38		387,000	15,412	5,404		395,200		1,981	113,012	777,243
1938-39		503,000	26,951	13,892		514,900		3,036	66	1,180,302
1939-40		550,000	42,489	15,805	12,288	236,000	324,900	6,098	500	1,744,698
4 months ended:										
October 1938		141,000		3,533		136,000		3,396	332,013	1,133,710
October 1939		177,000		4,267		172,000		3,768	373,067	1,726,036
October 1940	196,738		146	15,502	9,070	-26,500	150,000	10,426	35,985	1,917,011
1939										
October		43,000		862		43,000		3,768	373,067	1,726,036
November		43,000		837		43,000		2,931	330,068	1,725,199
December		48,000		802		43,000		7,129	282,068	1,724,397
1940										
January				711				6,417	282,069	1,723,686
February				967				5,450	282,069	1,722,720
March		141,000	132	1,283	6,183	-6,000	141,000	3,045	142,142	1,715,387
April				116	1,998	-5,000		6,047	142,259	1,713,505
May					2,311			3,735	142,259	1,711,194
June		141,000	42,240	2,630	6,106	-11,000	183,900	6,098	500	1,744,698
July	38,064		10	3,117	2,221	-5,000		7,079	36,354	1,777,434
August	121,413		17	3,565	2,221	-5,000		9,413	155,565	1,803,078
September	2,761		77	3,878	2,221	-11,500	159,000	10,370	3,848	1,889,817
October	34,500		42	4,942	2,407	-5,000		10,426	35,985	1,917,011

<sup>1</sup> Prior to January 1940, data represent operations of old-age reserve account.

<sup>2</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

<sup>3</sup> For fiscal year 1936-37, \$265 million was appropriated; for 1937-38, \$500 million; for 1938-39, \$360 million plus additional \$30 million made available by 1940 Treasury Department Appropriation Act; and for 1939-40, \$550 million.

<sup>4</sup> Interest on investments held is credited annually in June; on investments redeemed, as of month of redemption.

<sup>5</sup> Based on checks cashed and returned to the U. S. Treasury.

<sup>6</sup> Minus figures represent notes redeemed.

<sup>7</sup> Prior to July 1940, includes balance of appropriation available for transfer.

<sup>8</sup> Excludes \$1.0 million made available for investment from amounts to credit of fund account.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

than the previous month's withdrawals. State withdrawals, exclusive of the transfers, in October 1940 exceeded withdrawals in October 1939 by 44.3 percent. The percentage change is higher than the percentage increase in benefit payments, indicating differences in timing and other administrative factors which guide the States in making requisitions for withdrawals.

The balance to the credit of the railroad unemployment insurance account increased by \$49.1

million in October as a result of the transfers from the State accounts. Benefit payments for the month amounted to almost \$1 million. Deposits to the account by the Railroad Retirement Board totaled only \$21,000 in October, after the September quarterly high for these receipts.

Investments in the trust fund increased by \$31 million during the month, bringing the total for the first 4 months of the fiscal year to \$111 million.

Table 4.—Status of the railroad retirement account for specified periods, 1936-40

[In thousands]

Period	Appropriation account		Trust fund account						Account of disbursing officer			Total assets at end of period	
	Amount at beginning of period	Balance at end of period after transfers to trust fund account	Transfers from appropriation account	Cancellations and repayments	Interest received	3-percent Treasury notes		Cash balance at end of period after deposits with disbursing officer	Deposits from trust fund	Benefit payments	Cash balance at end of period		
						Net balance of purchases over sales	Balance at end of period						
Cumulative through October 1940	\$512,892	\$58,350	\$445,542	\$145	\$5,805	\$85,400	\$85,400	\$102	\$366,084	\$339,447	\$21,243	\$165,095	
Fiscal year:													
1936-37	46,620	36,622	39,998	2					10,000	4,070	5,930	42,552	
1937-38	141,894	94	141,800	25	1,411	66,200	66,200	140	76,900	76,421	1,015	67,449	
1938-39	118,344	11,250	107,094	94	2,202	1,000	67,200	1,956	106,574	105,665	1,924	82,329	
1939-40	131,400	10,750	120,650	20	2,283	12,200	79,400	98	112,610	113,241	1,292	91,540	
4 months ended:													
October 1938	118,344	63,844	54,500	62		6,500	72,700	202	48,000	33,792	15,223	151,968	
October 1939	131,400	74,250	57,150	8		10,000	77,200	4	49,110	36,665	14,369	165,822	
October 1940	133,350	58,350	66,000	4		6,000	85,400	102	60,000	40,050	21,243	165,095	
1939													
October	84,250	74,250	10,000	2		0	77,200	4	10,000	9,395	14,369	165,822	
November	74,250	64,250	10,000	1		0	77,200	4	10,000	9,363	15,006	156,460	
December	64,250	54,250	10,000	1		0	77,200	5	10,000	9,345	15,661	147,116	
1940													
January	54,250	44,250	10,000	2		0	77,200	7	10,000	9,408	16,253	137,710	
February	44,250	34,250	10,000	1		0	77,200	8	10,000	9,643	16,610	128,068	
March	34,250	34,250	0	2		0	77,200	10	0	9,548	7,062	118,522	
April	34,250	14,250	20,000	3		0	77,200	13	20,000	9,798	17,294	108,727	
May	14,250	10,750	3,500	1		0	77,200	14	3,500	9,705	11,059	99,023	
June	10,750	10,750	0	2	2,283	2,200	79,400	98	0	9,767	1,292	91,540	
July	133,350	113,350	20,000	0		0	79,400	98	20,000	9,640	11,632	204,500	
August	113,350	87,350	26,000	1		6,000	85,400	100	20,000	10,313	21,338	194,188	
September	87,350	77,350	10,000	0		0	85,400	100	10,000	9,727	21,611	184,461	
October	77,350	58,350	10,000	3		0	85,400	102	10,000	10,368	21,243	165,095	

<sup>1</sup> Represents total appropriation to date, including transfer to appropriation of balance of \$5,392,000 from 1935 act deposits with disbursing officer, and net amount at beginning of period. Amounts appropriated annually have been as follows: 1936-37, \$46,620,000; 1937-38, \$99,880,000; 1938-39, \$118,250,000; 1939-40, \$120,150,000; 1940-41, \$122,600,000.

<sup>2</sup> After transfer of \$9 million to prior service account, set up in accordance with Public Res. 102, approved Oct. 9, 1940, to provide funds for collection of individual employee records of service and compensation for years prior to 1937.

<sup>3</sup> Includes payments of \$10 million made directly to disbursing officer in 1936-37 and not treated as transfer to trust fund, which was not set up until July 1937. Excludes, however, cancellations and repayments of \$2,000 in 1936-37 which were treated as returns to appropriation rather than as additions to trust fund.

<sup>4</sup> Includes transfer of \$4,000 from 1935 act appropriation.

<sup>5</sup> On basis of checks issued by disbursing officer less checks canceled by disbursing officer, total benefit payments through October 1940 are \$8.8 million less than total on basis of benefit payments certified to the Secretary of the Treasury for payment as shown on p. 77, table 1. This difference results almost entirely from payments for annuities and pensions in force at end of month which are certified to the Secretary of the Treasury during month and for which checks are not drawn by disbursing officer until first of following month.

<sup>6</sup> Represents balance after transfer to appropriation of \$5,392,000 balance from 1935 act deposits with disbursing officer and after transfer to 1935 act appropriation of \$2,000 representing cancellations of checks issued against 1935 act deposits.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

Table 5.—Status of the unemployment trust fund for specified periods, 1936-40<sup>1</sup>

[In thousands]

Period	Total assets at end of period	Special Treasury certificates acquired <sup>2</sup>	Unexpended balance at end of period	Undistributed interest at end of period <sup>3</sup>	State accounts				Railroad unemployment insurance account				
					Deposits	Interest credited	Withdrawals <sup>4</sup>	Balance at end of period	Transfers from State accounts	Deposits	Interest credited	Benefit payments	Balance at end of period
Cumulative through October 1940	\$1,824,962	\$1,821,000	\$3,962	\$68	\$2,995,768	\$82,494	\$1,390,002	\$1,688,171	\$95,779	\$58,901	\$205	\$18,161	\$136,723
Fiscal year:													
1936-37	312,380	293,386	94	—	201,703	2,737	1,000	312,389	—	—	—	—	—
1937-38	884,247	559,705	12,247	—	747,660	15,172	190,975	884,247	—	—	—	—	—
1938-39	1,280,539	395,000	13,539	—	811,251	26,837	441,795	1,280,539	—	—	—	—	—
1939-40	1,724,862	443,000	14,862	—	859,864	37,524	484,764	1,093,164	1,801	44,249	202	14,552	31,600
4 months ended:													
October 1938	956,167	64,000	20,167	103	240,212	30	168,425	956,064	—	—	—	—	—
October 1939	1,413,866	103,000	43,866	35	263,595	118	142,692	1,401,561	6,500	—	—	3,320	12,270
October 1940	1,824,962	111,000	3,962	68	266,433	133	271,558	1,688,171	93,078	14,652	3	3,600	136,723
1939													
October	1,413,866	7,000	43,866	35	54,027	—	22,859	1,401,561	8,255	—	—	1,124	12,270
November	1,528,227	142,000	16,227	35	143,224	—	28,607	1,516,178	0	622	—	877	12,015
December	1,524,784	—3,000	15,784	—	14,537	149	30,899	1,499,905	0	13,851	(?)	1,046	24,820
1940													
January	1,545,997	28,000	8,997	5	62,092	17,072	41,492	1,537,637	8,184	21	25	1,604	8,356
February	1,655,658	103,000	15,658	5	153,718	—	43,176	1,648,179	0	869	—	1,749	7,475
March	1,638,578	—18,000	16,578	—	15,138	135	44,760	1,618,692	0	14,326	1	1,915	19,887
April	1,646,757	18,000	6,757	—	52,806	—	43,104	1,628,394	0	15	—	1,676	18,226
May	1,733,220	81,000	12,220	138	142,501	—	50,952	1,713,943	900	1,240	—	1,317	19,139
June	1,724,862	—11,000	14,862	—	12,254	20,049	53,082	1,693,164	28	13,305	176	949	31,669
July	1,727,044	13,000	4,044	20	58,840	—	56,410	1,695,594	8,414	11	—	692	31,432
August	1,817,015	85,000	9,015	20	141,574	—	51,741	1,785,427	0	1,062	—	925	31,469
September	1,802,082	—18,000	12,082	—	9,278	133	80,414	1,714,424	43,549	13,558	3	1,020	87,779
October	1,824,962	31,000	3,962	68	56,741	—	82,994	1,688,171	50,016	21	—	973	136,723

<sup>1</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate accounts for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

<sup>2</sup> Minus figures represent certificates redeemed.

<sup>3</sup> Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

<sup>4</sup> Includes transfers to railroad unemployment insurance account.

<sup>5</sup> Includes amounts certified to the State of Connecticut. See footnote 6.

<sup>6</sup> Certified by the Social Security Board to the Secretary of the Treasury, in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

<sup>7</sup> Less than \$500.

<sup>8</sup> \$15 million was advanced by the Treasury to railroad unemployment insurance account in July 1939 pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act and was repaid during January 1940.

Source: Daily statement of the U. S. Treasury.

## RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

### GENERAL

BARNES, HARRY ELMER; BECKER, HOWARD; and BECKER, FRANCES BENNETT. *Contemporary Social Theory*. New York: Appleton-Century, Inc., 1940. 947 pp.

A guide to advanced studies in the sociological field, in which "an effort has been made to canvass all salient aspects of contemporary social thinking and to assess their significance for the current social scene and for the probable development of social theory in the generation which lies ahead." Contains a chapter by Philip Klein on The Social Theory of Professional Social Work.

EVANS, JAMES GILBERT. "The Economics of Migration and Southern Poverty." *Social Forces*, Chapel Hill, N. C., Vol. 19, No. 1 (October 1940), pp. 110-115.

With the thesis that "migration is not a remedy for institutional maladjustment," the author discusses the South's economic plight in relation to the national situation.

HABERLER, GOTTFRIED VON. *Prosperity and Depression*. Geneva: League of Nations, 1940. 473 pp.

An examination and a general synthesis of existing theories of the business cycle to ascertain what these theories have in common and the points of difference.

HALL, MILTON. *Training Your Employees*. Washington: Society for Personnel Administration, 1940. 26 pp.

Practical suggestions for the day-to-day training problems that face operating supervisors.

HENDRICKS, HAZEL A. "Farmers Without Farms." *Atlantic Monthly*, Concord, N. H., Vol. 166, No. 4 (October 1940), pp. 461-468.

Emphasizes the mechanization and industrialization of agriculture as the major cause of farm dispossession and the economic and social condition of migratory farm labor.

KEY, V. O., JR. "The Hatch Act Extension and Federal-State Relations." *Public Personnel Review*, Chicago, Vol. 1, No. 3 (October 1940), pp. 30-35.

**KLEIN, PHILIP.** "Adapting Programs of Social Welfare to a Changing Population." *Milbank Memorial Fund Quarterly*, New York, Vol. 18, No. 4 (October 1940), pp. 393-402.

**KOSSORIS, MAX D.** "Relation of Age to Industrial Injuries." *Monthly Labor Review*, Washington, Vol. 51, No. 4 (October 1940), pp. 789-804.

**LONBERG-HOLM, K., and LARSON, C. THEODORE.** *Planning for Productivity*. The Hague, Holland: International Industrial Relations Institute, 1940. 43 pp.

According to Mary Van Kleeck, Associate Director of the Institute, this study is a kind of slide rule for research workers to use in checking their information with data from related fields. Although worked out with special reference to the construction industries, it is applicable to research in any field.

**LORIMER, FRANK; WINSTON, ELLEN; and KISER, LOUISE K.** *Foundations of American Population Policy*. New York, London: Harper, 1940. 177 pp.

**LUMPKIN, KATHARINE DUPRE.** *The South in Progress*. New York: International Publishers, 1940. 256 pp.

A portrait of the economic, political, social, and cultural life of the South, particularly during the past decade.

**MARSCHNER, FRANCIS J.** *Rural Population Density in the Southern Appalachians*. Washington: U. S. Government Printing Office, 1940. 18 pp. (U. S. Department of Agriculture Miscellaneous Publication No. 367.)

**MARX, FRITZ MORSTEIN.** *Public Management in the New Democracy*. New York, London: Harper, 1940. 266 pp.

"Fifteen prominent figures in strategic branches of public service or related fields offer specific suggestions on how to bring new efficiency and leadership to the job of public administration." The various papers are grouped under four topics: Foundations of Public Management, Essentials of Public Management, Recruitment for the Public Service, Conditions of Public Employment.

**METZLER, WM. H.** *Population Trends and Adjustments in Arkansas*. Fayetteville, Arkansas: Agricultural Experiment Station, University of Arkansas, 1940. 59 pp. (Bulletin No. 388.)

"Includes significant data on the relationships of population to standards of living, community institutions, and social well-being."

**MOSHER, WILLIAM E., and VAN DYKE, STUART.** "Public Relations for Personnel Agencies." *Public Personnel Review*, Chicago, Vol. 1, No. 3 (October 1940), pp. 18-29.

**NEWCOMER, MABEL.** *Taxation and Fiscal Policy*. New York: Columbia University Press, 1940. 89 pp.

An explanation, in nontechnical terms, of basic principles and problems of government finance.

**OTTE, HERMAN FREDERICK.** *Industrial Opportunity in the Tennessee Valley of Northwestern Alabama*. New York: Columbia University Press, 1940. 177 pp.

**PARKER, GLEN LAWTHON.** *The Coal Industry*. Washington: American Council on Public Affairs, 1940. 198 pp.

A recent history of the bituminous coal industry, with particular reference to labor and major problems of regulation.

**PERLMAN, JACOB.** *Investigation of Concentration of Economic Power*. Washington: U. S. Government Printing Office, 1940. 94 pp. (Temporary National Economic Committee, Monograph No. 14.)

**REID, IRA DEA.** *In a Minor Key*. Washington: American Council on Education, 1940. 134 pp. A condensation of important facts about Negro youth.

"Social Insurance." *International Labour Review*, London, Vol. 42, No. 2-3 (August-September 1940), pp. 140-146.

General provisions, scope, and benefits of the new Venezuelan social insurance act adopted June 14, 1940, and a résumé of past attempts to introduce social insurance in that country. Brief subsections refer to war-risk insurance in Denmark, medical assistance to unemployed Greek seamen, Bulgarian mine pensions, and the provident fund for Iranian road workers.

**SPENCER, LYLE M., and BURNS, ROBERT K.** *Military Training and Jobs*. Chicago: Science Research Associates, 1940. 64 pp.

"The overwhelming majority of young men who will serve in our armed forces during the next few years will not become professional soldiers for life. This book therefore attempts to show young people how military life can be a help rather than a hindrance to their main careers."

**TILLER, CARL W.** *Governmental Cost Accounting*. Chicago: Municipal Finance Officers' Association of the United States and Canada, 1940. 78 pp.

"This study is devoted to filling the need for a general survey and compilation of information on the application of cost accounting principles to State and local governments." The appendix contains a glossary of accounting terms and a bibliography of materials on accounting and finance.

**U. S. TEMPORARY NATIONAL ECONOMIC COMMITTEE.** *Families and Their Life Insurance*. Washington: U. S. Government Printing Office, 1940. 168 pp. (Monograph No. 2.)

A study of 2,132 Massachusetts families and their life insurance policies, based on a field survey conducted by the WPA during August, September, and October, 1939. The survey was made primarily "to study the holders of industrial insurance policies."

## OLD-AGE AND SURVIVORS INSURANCE

**CLAGUE, EWAN.** "The Aging Population and Programs of Security." *The Milbank Memorial Fund Quarterly*, New York, Vol. 18, No. 4 (October 1940), pp. 345-358.

**CORSON, JOHN J.** "A Case Study in the Selection of Administrative Personnel." *Public Personnel Review*, Chicago, Vol. 1, No. 3 (October 1940), pp. 36-42.

A study of the relative success and efficiency of employees of the Bureau of Old-Age and Survivors Insurance

as managers and assistant managers of field offices, with reference to age, education, civil-service register from which the employees were chosen, and experience prior to employment by the Bureau.

CUNNINGHAM, CHARLES H. "Old Age and Survivors' Insurance." *Civic Affairs*, Los Angeles, Vol. 8, No. 1 (September 1940), pp. 1-2, 4.

Description of the workings of old-age and survivors insurance under the amended law of Aug. 10, 1939, with tables. Gives examples of both old-age and family or survivors benefits.

LADIMER, IRVING. "Hearing and Review of Old-Age and Survivors' Insurance Claims and Wage Record Cases by the Social Security Board." *George Washington Law Review*, Washington, Vol. 9, No. 1 (November 1940), pp. 58-67.

A description of the appeals machinery, including organization and personnel, basic philosophy, and relation to other sections of the Board.

"Pension Panaceas Lose Grip on American People." *Social Security*, New York, Vol. 14, No. 8 (November 1940), pp. 1, 7-8.

A review of current State legislative proposals for old-age pensions, with emphasis on the moderate nature of the new programs and the decline in public support of "pension panaceas." Developments in California, Massachusetts, Colorado, Ohio, Arkansas, and Washington (State) are briefly reviewed.

## EMPLOYMENT SECURITY

ANDERSON, H. DEWEY, and DAVIDSON, PERCY E. *Occupational Trends in the United States*. Stanford University: Stanford University Press, 1940. 618 pp.

This study, which has been in process for more than 3 years, "brings together in usable form for the first time the reports for the occupational classes of the seven volumes of the census of occupations published from 1870 to 1930 together with certain estimates for 1940." A supplement to this volume, based on the census of occupations for 1940, is in preparation.

ANDERSON, NELS. *Men on the Move*. Chicago: University of Chicago Press, 1940. 357 pp. (University of Chicago Sociological Series.)

This treatment of the problem of the migratory worker combines the case study with the statistical approach. It discusses the causes of migration, gives some historical background, and distinguishes the various types of migrants. The author concludes that the problem is not one of diminishing the migrancy, but of guiding it so that its volume and direction will be consistent with the varying needs of the labor market.

CLEVELAND PERSONNEL ASSOCIATION. *Industrial Training in Cleveland*. Cleveland: Chamber of Commerce, 1940. 18 pp. Processed.

A summary of the work of the Cleveland Personnel Association in determining the need for skilled workers by Cleveland companies which are affected by defense plans

and orders; in rendering advice concerning training courses in machine instruction; in obtaining equipment needed in training schools; and in serving as a clearing house for news concerning labor shortage, training needs, and related problems.

CLIFFE, F. B. "The Texas Plan of Experience Rating." *Personnel*, New York, Vol. 17, No. 2 (November 1940), pp. 151-156.

"In the August issue of *Personnel* an article appeared entitled 'Notes on the Fiscal Aspects of the Cliffe Plan of Experience Rating,' prepared by A. Appleman of the staff of the Social Security Board. Since its publication it has been felt that the article did not do impartial justice to the plan. Mr. Cliffe was therefore asked to prepare this statement from his point of view." (Editor's note.)

"Exemption of Non-Profitmaking Organizations." *Employment Review*, New York, Vol. 2, No. 9 (September 1940), pp. 423-429. Processed.

Explains the operation of the exemption of non-profitmaking organizations in New York State. Includes a bibliography on the coverage of non-profitmaking organizations under unemployment insurance laws.

FELDMAN, HERMAN. *Stabilizing Jobs and Wages*. New York, London: Harper, 1940. 334 pp.

A discussion of current business plans to regularize employment and income, such as diversification, standardization, market research, dovetailing, and dismissal indemnities. Considers the experience-rating provisions of unemployment compensation laws as incentives to stabilization.

GAFFEY, JOHN DEAN. *The Productivity of Labor in the Rubber Tire Manufacturing Industry*. New York: Columbia University Press, 1940. 204 pp.

"This study was undertaken in order to present the technological and economic history of the rubber tire manufacturing industry from the standpoint of productivity. The movements of productivity have been described with a view toward facilitating the analysis of the underlying conditions which lead to industrial progress. An attempt also has been made to determine and to interpret the incidence of productivity gains."

GILSON, MARY BARNETT. *What's Past Is Prologue*. New York, London: Harper, 1940. 307 pp.

Recollections and reflections on personnel problems of industry. Two of these problems are concerned with unemployment benefits in the United States and England.

GLASSER, CARRIE. *Wage Differentials: The Case of the Unskilled*. New York: Columbia University Press, 1940, 169 pp.

Presents statistical data on differentials in wage rates and hourly, weekly, and annual earnings, dispersion of wages, and geographical wage differentials; and analyzes these differentials in relation to such factors as the causes of imperfect labor mobility and the regional differences in market conditions.

HARVEY, O. L. "Apprentice Wage Rates." *Personnel*, New York, Vol. 17, No. 2 (November 1940), pp. 108-116.

**HAWKINS, EVERETT D.** *Dismissal Compensation*. Princeton: Princeton University Press, 1940. 390 pp.

Describes dismissal plans, the reasons for their adoption, their administration, and relation to unemployment compensation. Reviews business, trade-union, and legislative experiences with dismissal compensation in the United States and in other countries.

**HETZEL, RALPH, JR.** "National Defense and Unemployment." *Social Work Today*. New York, Vol. 8, No. 2 (November 1940), pp. 5-6.

**INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES.** *Experience Rating Under Unemployment Compensation Laws*. Committee on Experience Rating, Washington, September 1940. Vol. 1, *Unanimous Report*, 73 pp.; Vol. 2, *Majority Report*, 53 pp.; Vol. 3, *Joint Minority Report*, 20 pp. Processed.

**KENTUCKY. UNEMPLOYMENT COMPENSATION COMMISSION.** *Negro Employment Opportunities*. Frankfort, Ky., 1940. 30 pp. Processed. (Research Report No. 22.)

**LAVOS, GEORGE.** "Workmen's Compensation Insurance and the Physically Handicapped." *Outlook for the Blind*, New York, Vol. 34, No. 4 (October 1940), pp. 133-135.

Takes issue with the prevalent idea that the handicapped have a higher accident rate than the nonhandicapped.

**MENEFEE, SELDEN C., and CASSMORE, ORIN C.** *The Pecan Shellers of San Antonio*. Washington: U. S. Government Printing Office, 1940. 82 pp.

"This report presents the findings of a study conducted by the Division of Research, Works Progress Administration, into the pecan-shelling industry and the plight of the Mexican workers who have been displaced by the rapid technological changes which have been taking place in that industry."

"Military Service and Contracts of Employment." *International Labour Review*, London, Vol. 42, No. 2-3 (August-September 1940), pp. 114-118.

Protective regulations in Italy, Rumania, and Greece, covering a wide variety of soldier-worker problems.

**MOHRHARDT, CHARLES M.** "Industrial Training for National Defense." *The Booklist*, Chicago, Vol. 36, No. 22 (August 1940), pp. 445-456.

A selected list of references.

**MURRAY, PHILIP.** *Technological Unemployment: The Social and Economic Consequences of Technology*. Pittsburgh: Steel Workers Organizing Committee, 1940. 56 pp. (Publication No. 3.)

"A handbook on the effects of technological changes, and what to do about them."

**OKLAHOMA. DIVISION OF UNEMPLOYMENT COMPENSATION AND PLACEMENT.** *A Brief Analysis of the Problems Confronting the Migratory Worker in Oklahoma*. Prepared by the Research and Statistics Service. Place not given, Sept. 12, 1940. 27 pp. Processed.

**PENNSYLVANIA. BUREAU OF EMPLOYMENT AND UNEMPLOYMENT COMPENSATION.** *Pennsylvania Calendar of Seasonal Employment*. Prepared by the Research and Statistics Section. Harrisburg, September 1940. 42 pp. Processed. (Research Bulletin No. 3.)

Data indicating for each month of the year the normal seasonal trends or variations which occur in 25 of the State's principal industrial groups.

**SELKE, ARTHUR C.** "Two Strings to One's Bow." *Occupations*. New York, Vol. 19, No. 2 (November 1940), pp. 101-105.

An exposition of the advantages and practical feasibility of training youth and the worker for two or more occupations. Concrete examples are cited from various school systems, industries, noteworthy individuals, and from the experience of Finland, Norway, and Iceland.

"Social Legislation in Wartime." *International Labour Review*, London, Vol. 42, No. 2-3 (August-September 1940), pp. 95-107.

"A summary of the steps taken up to May 1940 in different countries for the special purpose of combatting the shortage of agricultural labor." France, Germany, Great Britain, and Switzerland receive major attention.

**SOCIAL SCIENCE RESEARCH COUNCIL.** *Agricultural Labor Research*. Edited by William S. Hopkins. Berkeley: Social Science Research Council, 1940. 67 pp. (Proceedings of the Conference on Research Relating to Labor in Agriculture, March 1940.)

Organized by the Subcommittee on Labor in Agriculture of the Pacific Coast Regional Committee, Social Science Research Council, this conference considered research needs in the field of agricultural labor, with particular reference to the following topics: types of agricultural labor; changes in farm structure which affect such labor; migration; the law with respect to agricultural labor; welfare and farm labor; and the formulation of research programs.

**STEAD, WILLIAM H.** "The Dictionary of Occupational Titles." *Occupations*, New York, Vol. 19, No. 1 (October 1940), pp. 16-19.

**STEWART, LOTTS BENNING.** *The Railroad Industry*. Indianapolis: National Youth Administration for Indiana, August 1940. 119 pp.

A study of the opportunities and requirements for employment in the industry.

**TEXAS. STATE EMPLOYMENT SERVICE.** *Origins and Problems of Texas Migratory Labor*. Place not given, September 1940. 93 pp. Processed.

Reviews the history of migratory agricultural labor in Texas, with special attention to the work of the Farm Placement Division of the Employment Service since 1935.

**U. S. CONGRESS. HOUSE. SELECT COMMITTEE TO INVESTIGATE THE INTERSTATE MIGRATION OF DESTITUTE CITIZENS.** *Interstate Migration; Hearings . . . Part I. New York City Hearings, July 29, 30, and 31, 1940*. Washington: U. S. Government Printing Office, 1940. 398 pp. (76th Cong., 3d sess., H. Res. 63 and H. Res. 491.)

This first part of the Tolan Committee hearings covers the testimony taken before the Committee in New York City. Migratory labor problems in New York, New Jersey, and Massachusetts are presented. Includes the report of the National Committee on Care of Transient and Homeless, entitled "After Five Years." The background of internal migration is traced by Dr. Frank Lorimer, Consultant, National Resources Planning Board.

VANCE, RUPERT B., and DANILEVSKY, NADIA. "Population and the Pattern of Unemployment in the Southeast, 1930-1937." *Southern Economic Journal*, Chapel Hill, N. C., Vol. 7, No. 1 (October 1940), pp. 187-203.

An attempt "to trace in the Southeast the change in numbers of workers by the three functional classes, the employed, the unemployed, and those unavailable for employment." For this purpose, data from the census of unemployment of 1930 and the enumerative check census of the 1937 special census of unemployment are reduced to a comparable basis.

WEIGERT, OSCAR. *Administrative Problems of Employment Services in Eight States*. Chicago: Public Administration Service, 1940. 50 pp. (Publication No. 72.)

A review and analysis of the administrative problems, including the integration of unemployment compensation and employment service activities, in eight States—Alabama, Colorado, Connecticut, Indiana, Iowa, Michigan, North Carolina, and Texas. After a general discussion of the national system and the State services, Dr. Weigert outlines the local organization of the eight States studied, the internal organization of their local offices, the integration of compensation activities with local offices, the supervision of local offices, and finally, some of the personnel situations that are characteristic of employment services.

WISCONSIN. INDUSTRIAL COMMISSION. *The First Wisconsin Conference on Steadier Jobs*. Milwaukee: June 21, 1940. 68 pp.

"The objectives of this gathering are threefold: (1) To direct wider attention to the constructive possibilities of stabilization; (2) to discover how far the Wisconsin type of law has already served to stimulate action in this direction; (3) to discuss particular production and business policies designed to achieve stabilization and note their application in various enterprises."

## PUBLIC WELFARE AND RELIEF

AMERICAN PUBLIC WELFARE ASSOCIATION. *Personnel*. Chicago: American Public Welfare Association, 1940. 8 pp. Processed. (A. P. W. A. Bibliography No. 3.)

BAKER, EDITH M. "Some Social Needs of the Crippled Child." *The Crippled Child*, Washington, Vol. 18, No. 3 (October 1940), pp. 68-71.

BAKER, HELEN CODY. "Grandma Called It Charity." *Survey Midmonthly*, New York, Vol. 76, No. 11 (November 1940), pp. 315-317.

Social-work interpretation, in the author's opinion, evolved as a necessary substitute for the public insight and support obtained by contact between charitably

inclined volunteer workers of past generations and the various needy individuals and groups served directly.

BARTLETT, HARRIET M. *Some Aspects of Social Casework in a Medical Setting*. Chicago: American Association of Medical Social Workers, 1940. 270 pp.

"The first part of the report focuses upon the sick person and his needs through the study of individual cases. The second part deals with the problem of integrating social casework with the medical setting in terms of the whole casework job. 'Medical setting' is here taken to mean any form of organized medical practice which has and recognizes a social function, intramural or extramural, private or public. Thus it covers both the individual hospital and wider programs of medical care."

BREIDENBAUGH, MARTHA G. "The Aged and Their Problems." *Public Welfare in Indiana*, Indianapolis, Vol. 50, No. 11 (November 1940), pp. 6-7.

BROWN, JOSEPHINE CHAPIN. *Public Relief 1929-1939*. New York: Holt, Inc., 1940. 524 pp.

A graphic account of the decade between 1929 and 1939 when the responsibility for unemployment relief shifted from a private to a public service. Includes chapters on Social Work in Government and the Role of Private Agencies, Methods of Helping People and Standards of Aid, and Federal-State-Local Relations.

*Children in a Depression Decade*. Edited by James H. S. Bossard. *The Annals of the American Academy of Political and Social Science*, Philadelphia, Vol. 212 (November 1940), 287 pp.

"The present volume, which appears at the end of a decade of depression, seeks, through a survey of a series of trends, not only to indicate how that depression has affected the problems and the programs of child welfare, but also to reveal the present status of the situation in this field." The symposium, the fifth in the publications by the American Academy during the past 20 years on the subject of child welfare, contains 31 special articles.

COSGROVE, ELIZABETH. "The Merit System in Public Welfare Administration: Standards and Problems." *The Compass*, New York, Vol. 22, No. 1 (October 1940), pp. 3-5, 14-16.

DILDINE, ESTHER W. "Development of the Central Index in Indiana." *Public Welfare in Indiana*, Indianapolis, Vol. 50, No. 11 (November 1940), pp. 9-10.

A review of the development of the Terre Haute central index as a case-work clearance agency for Clay, Sullivan, Vermillion, and Vigo Counties in Indiana.

GILMORE, HARLAN W. *The Beggar*. Chapel Hill: University of North Carolina Press, 1940. 252 pp.

Explores the types, causes, and effects of begging and the manner in which it can be controlled.

GOVERNORS' CONFERENCE. *Proceedings . . . Thirty-Second Annual Meeting, June 2-5, 1940, Duluth, Minnesota*. Chicago: Governors' Conference, 1940. 178 pp.

The second session of the Conference was devoted to the question "What to do about Relief?" The Governors of Oregon, Maryland, and Georgia discuss relief with respect to administration, adequacy, and taxation.

**KAHN, DOROTHY C.** "Social Work and Civil Service." *The Compass*, New York, Vol. 22, No. 1 (October 1940), pp. 6-8, 19-20.

Contains training and experience standards adopted by the American Association of Social Workers in a resolution at the delegate conference of the Association during the 1940 National Conference of Social Work at Grand Rapids, Mich.

**LENDE, HELGA.** *Books about the Blind*. New York: American Foundation for the Blind, Inc., 1940. 215 pp.

**MARYLAND. STATE DEPARTMENT OF PUBLIC WELFARE.** *Report on Almshouses in Maryland*. Maryland Legislative Council, April 1940. 78 variously numbered pp. Processed. (Research Report No. 2.)

"Mothers' Pensions in Illinois." *Welfare Bulletin*, Springfield, Ill., Vol. 21, No. 10 (October 1940), pp. 17-19.

**OWEN, A. D. K.** *The British Social Services*. London: Longmans, Green, 1940. 48 pp.

Describes briefly the development of Great Britain's public services dealing with maternal and child welfare, the health of school children, the care of the blind and the insane, and the operation of unemployment insurance and public assistance.

**POWELL, OSCAR M.** "The Community's Stake in Aid to Dependent Children." *Tennessee Public Welfare Record*, Nashville, Vol. 3, No. 10 (October 1940), pp. 3-4.

"Social Assistance Measures Due to War or Mobilization." *International Labour Review*, London, Vol. 42, No. 2-3 (August-September), 1940, pp. 152-157.

A résumé of soldiers' pensions and family allowances provided in the Union of Soviet Socialist Republics, Sweden, and Bulgaria.

**WAGNER, O. J. M.** *Social Work in Cape Town*. Cape Town: Maskew Miller, Limited, 1939. 110 pp.

**WALKLEY, KATHARINE; USHER, EUNICE; and KELLER, CAROLYN.** *State Programs for Crippled Children in Maine, Connecticut and Ohio, 1939*. Boston: Simmons College, 1940. 94 pp.

**WHITE HOUSE CONFERENCE ON CHILDREN IN A DEMOCRACY.** *Preliminary Statements Submitted to the White*

*House Conference on Children in a Democracy, January 18-20, 1940.* Washington: U. S. Government Printing Office, 1940. 257 pp.

"This volume is a collection of preliminary statements prepared by the White House Conference on Children in a Democracy in the process of formulating its reports and program of action. The purpose in issuing these statements is to provide material for interested persons and groups to supplement the General Report of the Conference, adopted Jan. 19, 1940, and now available in printed form, during the interval before the final, more comprehensive report of the Report Committee is published."

## HEALTH AND MEDICAL CARE

**COLLINS, SELWYN D.** "Frequency and Volume of Doctors' Calls Among Males and Females in 9,000 Families, Based on Nation-Wide Periodic Canvasses, 1928-31." *Public Health Reports*, Washington, Vol. 55, No. 44 (Nov. 1, 1940), pp. 1977-2020.

"This is the sixteenth of a series of papers on sickness and medical care in this group of families. The survey of these families was organized and conducted by the Committee on the Costs of Medical Care, the tabulation was done under a cooperative arrangement between the Committee and the Public Health Service."

**GAFAPER, WILLIAM M., and FRASIER, ELIZABETH S.** "Studies on the Duration of Disabling Sickness." *Public Health Reports*, Washington, Vol. 55, No. 42 (Oct. 18, 1940), pp. 1892-1903.

**MARKWITH, R. H.** *Industrial Survey of the State of Ohio*. Columbus: Ohio Department of Health, 1940. 291 pp.

Records the number of workers in various occupations and lists the raw materials and byproducts used in Ohio industries in which there are actual or potential health hazards.

**PERROTT, GEORGE ST. J., and HOLLAND, DOROTHY F.** "Population Trends and Problems of Public Health." *Milbank Memorial Fund Quarterly*, New York, Vol. 18, No. 4 (October 1940), pp. 359-392.

Effects of an aging population on the problems of public health include changes in the leading causes of death, increases in the duration and frequency of disabling illness, and increases in the chronic and degenerative diseases. Solution of the health problems of an aging population will lie in the possibility of providing both preventive and curative services through public funds "for those groups of the population unable to support the costs of such care from individual income."

PERIODICAL ROOM  
GENERAL LIBRARY  
UNIV. OF MICH.

# Social Security Bulletin

December 1940

## *Special Articles*

**Characteristics of Employees Under  
Old-Age Insurance in 1938**

**Medical Services Under Health Insurance Abroad**

**Higher Educational Institutions and  
the Social Security Act**

**FEDERAL SECURITY AGENCY**

**SOCIAL SECURITY BOARD**

**WASHINGTON, D. C.**

**Volume 3**

**Number 12**

---

FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD

WASHINGTON, D. C.

ARTHUR J. ALTMAYER, Chairman

CHARLES E. BROWN

ELLEN S. WOODWARD

The Social Security Bulletin is published monthly under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, Seventy-second Congress, approved June 30, 1932. Publication is approved by the Director, Bureau of the Budget, as required by Rule 42 of the Joint Committee on Printing.

The Bulletin is prepared in the Bureau of Research and Statistics, of which L. S. Falk is Director, and is under the editorial supervision of Mary Ross. It reports current data on operations of the Social Security Board and the results of research and analysis pertinent to the social security program. Expressions of opinion in signed articles represent viewpoints of the author rather than official opinions of the Board.

Correspondence in regard to published data should be directed to the Social Security Bulletin, Bureau of Research and Statistics, Social Security Board, Washington, D. C.

A limited number of copies will be distributed without charge to agencies directly concerned with the administration of the Social Security Act. The Bulletin is for sale by the Superintendent of Documents, Washington, D. C., to whom all orders should be addressed. The price for a single copy is 20 cents. The subscription price in the United States, Canada, and Mexico is \$2.00 a year; in other countries, \$3.75.

---

---

FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD

ARTHUR J. ALTMAYER, *Chairman*

GEORGE E. BIGGE

ELLEN S. WOODWARD

BUREAUS AND OFFICES

*Executive Director*

OSCAR M. POWELL

*Assistant Executive Director*

WILLIAM L. MITCHELL

Bureau of Old-Age and Survivors Insurance  
JOHN J. CORSON, *Director*

Bureau of Research and Statistics  
I. S. FALK, *Director*

Bureau of Public Assistance  
JANE M. HOBY, *Director*

Bureau of Accounts and Audits  
LEONARD J. WILBERT, *Director*

Bureau of Employment Security  
EWAN CLAGUE, *Director*

Informational Service  
MAX STERN, *Director*

Office of the Actuary  
W. R. WILLIAMSON, *Consulting Actuary*

Office of Appeals Council  
JOSEPH E. McELVAIN, *Chairman*

---